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# DOCUMENTATION IN PUBLIC ADMINISTRATION

EDITOR

T. N. CHATURVEDI



INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
INDIAN COUNCIL OF SOCIAL SCIENCE RESEARCH

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# **DOCUMENTATION**

**IN**

# **PUBLIC ADMINISTRATION**

**Vol. II**

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*Compiled by :*

**R. N. SHARMA**

**K. P. PHATAK**

## FOREWORD

With this issue we are happy to start quarterly publication of an annotated bibliography of the literature in the field of Public Administration in developing countries. For this purpose, The Indian Council of Social Science Research (ICSSR), has appointed the Indian Institute of Public Administration as a national centre. The quarterly would be handled entirely by the Institute.

We hope that the Document would be of service to researchers in India and abroad. The primary objective of this publication is to promote research in the area of public administration and to make available to the researcher a documentation that would provide brief descriptions of the published references so that he may consult with facility the references that are of interest to him.

The list of journals from which references have been taken is decided upon by a Standing Committee of the ICSSR. It is our hope that additional references would be included as and when the Committee decides upon such additions. The classification of the material has also been determined by the Committee. We would be happy to receive suggestions from readers about the coverage and classification so that the Standing Committee could examine and improve upon the material.

ISHWAR DAYAL  
*Director*  
IIPA

J. P. NAIK  
*Member-Secretary*  
ICSSR

## EDITORIAL

We are glad to announce that the Indian Council of Social Science Research has entrusted the work of *Documentation in Public Administration* quarterly and its *Book Review Supplement* half-yearly to the Indian Institute of Public Administration.

Initially 153 journals and 8 newspapers have been selected which are being covered in the present volume.

To provide a better view of relevant literature in Indian context, the articles on public administration and allied topics relating to India appearing in the selected Indian and foreign journals are abstracted. Theory articles and those having some relevance to Indian situation are indexed. All the entries under specific subject headings are arranged in one sequence. With the changed scope of *Documentation in Public Administration* an additional section has been introduced to include digests of Public Documents relating to the field of public administration.

*Book Review Supplement* would reproduce, from Indian and foreign journals, the signed reviews of publications in the field of public administration relating to India.

We are grateful to Prof. Ishwar Dayal, Director, Indian Institute of Public Administration, and Shri J. P. Naik, Member-Secretary, Indian Council of Social Science Research for their useful advice and support in this venture.

Suggestions and comments to make this documentation service more effective and to improve its coverage will be welcome.

T.N. Chaturvedi

EDITOR

# LIST OF JOURNALS BEING COVERED IN VOLUME NO. II

**ADMINISTRATION.** Quarterly. Institute of Public Administration, 5.9, Lansdowne Road, Dublin-4.

**ADMINISTRATIVE CHANGE.** Semi-annual. C-13, Bal Marg, Tilak Nagar, Jaipur.

**ADMINISTRATIVE MANAGEMENT.** Monthly. 51, Madison Ave., New York, N. Y. 10010.

**ADMINISTRATIVE SCIENCE QUARTERLY.** The Graduate School of Business and Public Administration, Cornell University, Ithaca, New York 14850.

**AFRICA QUARTERLY.** Indian Council for Africa, 5, Balvantray Mehta Lane, New Delhi.

**AMERICAN ACADEMY OF POLITICAL AND SOCIAL SCIENCE, ANNALS.** Bi-monthly. American Academy of Political & Social Science, 3937 Chestnut Street, Philadelphia, Pennsylvania 19104.

**AMERICAN BEHAVIORAL SCIENTIST.** Bi-monthly. Sage Publications, Inc. 275 South Beverly Drive, Beverly Hills, California 90212.

**AMERICAN ECONOMIC REVIEW.** Quarterly. George Banta Co. Inc. Menasha, Wisconsin, for American Economic Association.

**AMERICAN JOURNAL OF ECONOMICS & SOCIOLOGY.** Quarterly. American Journal of Economics and Sociology, Inc. 50 East, 69th Street, New York, N.Y. 10021.

**AMERICAN JOURNAL OF SOCIOLOGY.** Bi-monthly. University of Chicago Press, 5801 Ellis Avenue, Chicago, Illinois 60637.

**AMERICAN POLITICAL SCIENCE REVIEW.** Quarterly. American Political Science Association, 1527 New Hampshire Ave., N. W., Washington, D. C. 20036.

**AMERICAN SOCIOLOGICAL REVIEW.** Bi-monthly. American Sociological Association, 1722 N. Street, N. W. Washington, D. C. 20036.

**ANNALS OF PUBLIC AND COOPERATIVE ECONOMY.** 4 times a year. International Centre of Research and Information on Public and Co-operative Economy (CIRIEC) 45, quai de Rome, Liege (Belgium).

**ARTHA VIJNANA.** Quarterly. Gokhale Institute of Politics and Economics, Poona.

**ASIAN SURVEY.** Monthly. University of California Press, Berkeley, California 94720.

**AUSTRALIAN JOURNAL OF POLITICS AND HISTORY.** 3 times a year. University of Queensland Press, St. Lucia, 4067, Queensland.

**AUSTRALIAN JOURNAL OF SOCIAL ISSUES.** 3 times a year. Australian Council of Social Service, P. O. Box 338, Haymarket, N. S. W. 2000.

**BEHAVIORAL SCIENCE.** Bi-monthly. Published by the Society for General Systems Research and Co-sponsored by the Institute of Management Sciences. Published at Mt. Royal and Guilford Avenues, Baltimore, Maryland 21202, and 1137 East Ann, Ann Arbor, Michigan 48104.

**BRITISH JOURNAL OF INDUSTRIAL RELATIONS.** 3 times a year. London School of Economics and Political Science, Houghton Street, Aldwych, London W.C. 2.

**BRITISH JOURNAL OF SOCIOLOGY.** Quarterly. Routledge & Kegan Paul Ltd. Broodway House, 67-74 Carter Lane, London, E. C. 4 VSEL, for London School of Economics and Political Science.

**CANADIAN JOURNAL OF POLITICAL SCIENCE.** Quarterly. University of Toronto Press, Toronto 181, Ontario, *for* Canadian Political Science Association.

**CANADIAN PUBLIC ADMINISTRATION.** Quarterly. Institute of Public Administration of Canada, 897 Bay Street, Toronto, Ontario, M5S1 Z7.

**CAPITAL.** Weekly. Capital Limited, 19, R. N. Mookerjee Road, Calcutta.

**CHARTERED ACCOUNTANT.** Monthly. The Institute of Chartered Accountants of India, Indraprastha Marg, New Delhi.

**CHINESE JOURNAL OF ADMINISTRATION.** Semi-Annual. Centre for Public and Business Administration Education, National Chengchi University, Taipei, Taiwan, China.

**CIVIC AFFAIRS.** Monthly. Citizen Press, Kanpur.

**COMMERCE.** Weekly. Commerce (1935) Ltd., Manek Mahal, 90 Veer Nariman Road, Bombay.

**COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ DIGEST.** Quarterly. National Institute of Community Development, Hyderabad.

**COMMUNITY DEVELOPMENT JOURNAL.** Quarterly. Oxford University Press, Press Road, Neasden, London, N.W. 10.

**CONSTITUTIONAL AND PARLIAMENTARY INFORMATION.** Quarterly. Association of Secretaries General of Parliaments, Geneva.

**CURRENT SOCIOLOGY.** 3 times a year. Mouton & Co., 5 Herderstraat, The Hague.

**DEVELOPMENT AND CHANGE.** 3 times a year. Institute of Social Studies, The Hague.

**EASTERN ECONOMIST.** Weekly. Eastern Economist Ltd., United Commercial Bank Building, Parliament Street, New Delhi.

**ECONOMIC & POLITICAL WEEKLY.** Skylark, 284 Frere Road, Bombay.

**ECONOMIC BULLETIN FOR ASIA AND THE FAR EAST.** Quarterly. United Nations, New York, N. Y. 10017.

**ECONOMIC DEVELOPMENT AND CULTURAL CHANGE.** Quarterly. University of Chicago Press, 5801 Ellis Avenue, Chicago, Illinois 60637.

**ECONOMIC JOURNAL.** Quarterly. Macmillan Journals Ltd., London, *for* Royal Economic Society.

**ECONOMIC RECORD.** 4 times a year. Brown Prior Anderson Pvt. Ltd., 5 Evans Street, Barwood, Victoria 3125, *for* Economic Society of Australia and New Zealand.

**ELECTION ARCHIVES.** Quarterly. Pub. by Shiv Lal, from CA-33 Tagore Garden, New Delhi.

**EROPA REVIEW.** Semi-Annual. Eastern Regional Organization for Public Administration, Saigon.

**FINANCE AND DEVELOPMENT.** Quarterly. International Monetary Fund and the International Bank for Reconstruction and Development, Washington, D. C. 20431.

**GOOD GOVERNMENT.** Quarterly. National Civil Service League, 1825 K. Street, N. W. Washington, D. C. 20006.

**GOVERNMENT AND OPPOSITION.** Quarterly. Government and Opposition Ltd., London School of Economics & Political Science, Houghton St., London W. C. 2.

**GOVERNMENTAL FINANCE.** Quarterly. Municipal Finance Officers Association of the United States and Canada, 1313 East 60th Street, Chicago, Illinois 60637.

**HARVARD BUSINESS REVIEW.** Bimonthly. Graduate School of Business Administration, Harvard University, Boston, Mass. 02163.

**INDIA QUARTERLY.** Indian Council of World Affairs, Sapru House, Barakhamba Road, New Delhi.

**INDIAN ADMINISTRATIVE AND MANAGEMENT REVIEW.** Quarterly. A-3, Pandara Road, New Delhi.

**INDIAN ECONOMIC AND SOCIAL HISTORY REVIEW.** Quarterly. Delhi School of Economics, Delhi.

**INDIAN ECONOMIC JOURNAL.** Quarterly. Department of Economics, University of Bombay, Kalina Campus, Santa Cruz, Bombay, *for* Indian Economic Association.

**INDIAN ECONOMIC REVIEW.** Quarterly. Delhi School of Economics, University of Delhi, Delhi.

**INDIAN JOURNAL OF ECONOMICS.** Quarterly. Department of Economics and Commerce, University of Allahabad, Allahabad.

**INDIAN JOURNAL OF LABOUR ECONOMICS.** Quarterly. Indian Society of Labour Economics, University of Lucknow, Lucknow.

**INDIAN JOURNAL OF POLITICAL SCIENCE.** Quarterly. Department of Political Science, Arts Faculty Bldg., Univ. of Delhi, Delhi, *for* Indian Political Science Association.

**INDIAN JOURNAL OF PSYCHOLOGY.** Quarterly. Indian Psychological Association, 92, Acharya Prafulla Chandra Road, Calcutta.

**INDIAN JOURNAL OF PUBLIC ADMINISTRATION.** Quarterly. Indian Institute of Public Administration, Indraprastha Estate, Ring Road, New Delhi.

**INDIAN JOURNAL OF SOCIAL WORK.** Quarterly. Tata Institute of Social Sciences, Deonar, Bombay.

**INDIAN POLICE JOURNAL.** Quarterly. The Indian Police Journal, Level 2, East Block, No. VIII R. K. Puram, New Delhi.

**INDIAN POLITICAL SCIENCE REVIEW.** Semi-annual. Department of Political Science, Univ. of Delhi, Delhi.

**INDUSTRIAL RELATIONS.** 3 times a year. Institute of Industrial Relations, University of California, Berkeley, California 94720.

**INTEGRATED MANAGEMENT.** Monthly. Bangalore Printing and Publishing Co. Ltd., Post Box No. 1807, 88, Mysore Road, Bangalore.

**INTERDISCIPLINE.** Quarterly. Gandhian Institute of Studies, P. B. 116, Rajghat, Varanasi.

**INTERNATIONAL REVIEW OF ADMINISTRATIVE SCIENCES.** Quarterly. International Institute of Administrative Sciences, rue de la Charite 25-B-1040 Brussels.

**INTERNATIONAL REVIEW OF COMMUNITY DEVELOPMENT.** Annual. Centro di Educazione Professionale per Assistenti University di Roma.

**INTERNATIONAL SOCIAL SECURITY REVIEW.** Quarterly. International Social Security Association, 154 rue de Lauwanne, Geneva.

**JOURNAL OF ADMINISTRATION OVERSEAS.** Quarterly. Her Majesty's Stationery Office, London, *for* Foreign and Commonwealth Office, Overseas Development Administration.

**JOURNAL OF ASIAN STUDIES.** 4 times a year. Association for Asian Studies, Inc., Room 1, Lane Hall, University of Michigan, Ann Arbor, Michigan 48104.

**JOURNAL OF BRITISH STUDIES.** Semi-Annual. Conference on British Studies, Trinity College, Hartford 6, Conn.

**JOURNAL OF COMMONWEALTH POLITICAL STUDIES.** 3 times a year. Leicester University Press, 2, University Road, Leicester LE1 7 R. B. England.

**JOURNAL OF COMPARATIVE ADMINISTRATION.** 4 times a year. Sage Publication, Inc., 275 South Beverly Drive, Beverly Hills, California 90212.

**JOURNAL OF CONSTITUTIONAL AND PARLIAMENTARY STUDIES.** Quarterly. Institute of Constitutional and Parliamentary Studies, 19, Vithalbai Patel House, Rafi Marg, New Delhi.

**JOURNAL OF ECONOMIC LITERATURE.** Quarterly. American Economic Association, 1313 21 Ave. S., Nashville, Tenn 37212.

**JOURNAL OF FINANCE.** 5 times a year. American Finance Association, Pub. from 100 Trinity Place, New York 10015.

**JOURNAL OF MANAGEMENT STUDIES.** 3 times a year. Basil Blackwell, Broad Street, Oxford.



**JOURNAL OF PARLIAMENTARY INFORMATION.** Quarterly. Lok Sabha Secretariat, Parliament House, New Delhi.

**JOURNAL OF SOCIAL POLICY.** Quarterly. Cambridge University Press, P. O. Box 92, London NW1. 2 DB, for Social Administration Association.

**JOURNAL OF THE INDIAN LAW INSTITUTE.** Quarterly. Indian Law Institute, Bhagwan Das Road, New Delhi.

**JOURNAL OF THE LAL BAHADUR SHASTRI NATIONAL ACADEMY OF ADMINISTRATION.** Quarterly. Lal Bahadur Shastri Academy of Administration, Mussoorie.

**JOURNAL OF THE SOCIETY FOR THE STUDY OF STATE GOVERNMENTS.** Quarterly. Society for Study of State Governments, Kopparti Place, Karaundi, Varanasi.

**JOURNAL OF THE UNIVERSITY OF POONA, (HUMANITIES SECTION)** Semi-Annual. University of Poona, Ganesh khind, Poona.

**KHADI GRAMODYOG.** Monthly. Khadi and Village Industries Commission, Gramodaya, Irla Road, Vile Parle (West) Bombay.

**KURUKSHETRA.** Fortnightly. Publication Division, Patiala House, New Delhi.

**LOCAL GOVERNMENT STUDIES.** 3 times a year. Institute of Local Government Studies, University of Birmingham, P. O. Box 363, Birmingham, B15 2TT, England.

**LOK UDYOG.** Monthly. Bureau of Public Enterprises, 'F' Wing, Nirman Bhavan, New Delhi.

**MADRAS DEVELOPMENT SEMINAR SERIES BULLETIN.** Monthly. Madras Institute of Development Studies, 74 Second Main Road, Gandhinagar, Adyar, Madras.

**MAINSTREAM.** Weekly. Perspective Publications Pvt. Ltd., F-24 Bhagat Singh Market, New Delhi.

**MANAGEMENT ACCOUNTANT.** Monthly. Institute of Cost and Works Accountants of India, 12 Sunder Street Calcutta.

**MANAGEMENT IN GOVERNMENT.** Quarterly. Department of Personnel and Administrative Reforms (Administrative Reforms) Cabinet Secretariat, Sardar Patel Bhavan, Parliament Street, New Delhi.

**MANAGEMENT REVIEW.** Monthly. American Management Association, Saranac Lake, New York 12983.

**MANAGEMENT REVIEW.** Monthly. Delhi Management Association, 1/21, Asaf Ali Road, New Delhi.

**MANAGEMENT SCIENCE.** Monthly. Institute of Management Sciences, 146 Westminster Street, Providence, Rhode Island 02903.

**MANAGEMENT TODAY.** Monthly. Management Publication Ltd., Gillow House, 5 Winsley Street, London WIN 8 AP.

**MANPOWER JOURNAL.** Quarterly. Institute of Applied Manpower Research, Indraprastha Estate, Ring Road, New Delhi.

**MARGIN.** Quarterly. National Council of Applied Economic Research, Parisila Bhavan, 11, Indraprastha Estate, New Delhi.

**MIDWEST JOURNAL OF POLITICAL SCIENCE.** Quarterly. Wayne State University Press, 5980 Cass Ave., Detroit, Michigan 48202, for Midwest Political Science Association.

**MIDWEST REVIEW OF PUBLIC ADMINISTRATION.** Semi-Annual. Park College, Parkville, Missouri 64052.

**MODERN REVEIW.** Monthly. 77-2-1 Dharamsala Street, Calcutta.

**NAGARLOK.** Quarterly. Centre for Training and Research in Municipal Administration, Indian Institute of Public Administration, Indraprastha Estate, Ring Road, New Delhi.

**NEW ZEALAND JOURNAL OF PUBLIC ADMINISTRATION.** Semi-annual. New Zealand Institute of Public Administration, P. O. Box 5032, Lambton Quay, Wellington.

**P. S. QUARTERLY.** American Political Science Association, 1527 New Hampshire Avenue, N. W. Washington, D. C. 20036.

**PACIFIC SOCIOLOGICAL REVIEW.** Quarterly. Sage Publications, Inc., 275 South Beverly Drive, Beverly Hills, California 90212, for Pacific Sociological Association.

**PANCHAYAT AUR INSAN.** Monthly. All India Panchayat Parishad, A-23 Kailash Colony, New Delhi.

**PARLIAMENTARY AFFAIRS.** Quarterly. Hansard Society for Parliamentary Government, 162 Buckingham Palace Road, London, S.W.1.

**PERSONNEL.** Bi-Monthly. American Management Association, Saranac Lake, N. Y. 12983

**PERSONNEL.** Monthly. Institute of Personnel Management, 5 Winsley Street, Oxford Circus, London W. 1.

**PERSONNEL JOURNAL.** Monthly. Personnel Journal Inc., 100 Park Avenue, Swarthmore, Pennsylvania 19081.

**PERSONNEL MANAGEMENT.** Monthly. Mercury House Business Publication Ltd., 110 Fleet Street, London EC. 4 for Institute of Personnel Management.

**PERSONNEL PSYCHOLOGY.** Quarterly. 3121 Cheek Road, Durham, North Carolina 27704.

**PHILIPPINE JOURNAL OF PUBLIC ADMINISTRATION.** Quarterly. College of Public Administration, University of Philippines, Box 474, Manila.

**POLICE JOURNAL.** Quarterly. East Row, Little London, Chichester. Sussex, England.

**POLICY SCIENCES.** Quarterly. Elsevier Scientific Publishing Co., Amsterdam.

**POLITICAL AND ECONOMIC REVIEW.** Weekly. All India Congress Committee, 7, Jantar Mentar Road, New Delhi.

**POLITICAL QUARTERLY.** 49, Park Lane, London W. 1.

**POLITICAL SCIENCE.** Semi-annual. School of Political Science and Public Administration, Victoria University of Wellington, Wellington 1.

**POLITICAL SCIENCE.** Quarterly. Academy of Political Science, 2852 Broadway, New York, N. Y. 10025.

**POLITICAL SCIENCE REVIEW.** Quarterly. Department of Political Science, University of Rajasthan, Jaipur.

**POLITICAL SCIENTIST.** Semi-annual. Dept. of Political Science, Ranchi University. Ranchi.

**POLITICAL STUDIES.** 4 times a year. Clarendon Press Oxford for Political Studies Association of the United Kingdom.

**POPULAR GOVERNMENT.** Monthly. Institute of Government, University of North Carolina, Chapel Hill.

**PRASHASNIKA.** Quarterly. H. C. Mathur State Institute of Public Administration, Jaipur.

**PUBLIC ADMINISTRATION.** Quarterly. Journal of the Australian Regional Groups of the Royal Institute of Public Administration. Department of Govt., Univ. of Sydney, Sydney, New South Wales 2006.

**PUBLIC ADMINISTRATION.** Monthly. Bhargava Estate, Kanpur.

**PUBLIC ADMINISTRATION.** Quarterly. Royal Institute of Public Administration, Hamilton House, Mabledon Pl, London WC 1H 9BD.

**PUBLIC ADMINISTRATION IN ISRAEL AND ABROAD.** Annual. Israel Institute of Public Administration, P. O.Box 1077, Jerusalem, Israel.

**PUBLIC ADMINISTRATION REVIEW.** Bi-monthly. American Society for Public Administration, 1225 Connecticut Avenue N. W., Washington, D. C.

**PUBLIC FINANCE.** Quarterly. Stichting. Tijdschrift voor openbare Financien, The Hague.

**PUBLIC POLICY.** Quarterly. Harvard University Press, 79 Garden St., Cambridge Mass. 02138.

**PUBLIC WELFARE.** Quarterly. American Public Welfare Association, 1313 East 60th Street, Chicago, Illinois 60637.

**QUARTERLY JOURNAL OF ADMINISTRATION.** Quarterly. Institute of Administration, University of Ife, B. M. B. 5246, Ibadan, Nigeria.

**QUARTERLY JOURNAL OF LOCAL SELF-GOVERNMENT INSTITUTE.** Quarterly. Local Self-Government Institute, Fort, Bombay.

**REVIEW OF POLITICS.** Quarterly. University of Notre Dame, Notre Dame, Indiana 46556.

**RURAL SOCIOLOGY.** Quarterly. Official Journal of the Rural Sociological Society. Pennsylvania State University, University Park.

**SEMINAR.** Monthly. Malhotra Buildings, Janpath, New Delhi.

**SOCIAL ACTION.** Quarterly. Indian Social Institute, Lodi Road, New Delhi.

**SOCIAL RESEARCH.** Quarterly. New School for Social Research, 66 West 18th St., New York, N.Y., 10011.

**SOCIAL SCIENCE.** Quarterly. Social Science Publishing Co., Inc., Winfield, Kansas 67156.

**SOCIAL SCIENCE INFORMATION.** Bi-monthly. International Social Science Council, 1, rue Miollis, 75-Paris 15.

**SOCIAL SCIENTIST.** Monthly. Indian School of Social Sciences, Trivandrum.

**SOCIAL SERVICE.** Quarterly. National Council of Social Service, 26 Bedford Square, London WC 1B HU.

**SOCIAL WELFARE.** Monthly. Central Social Welfare Board, Jeevan Deep, Parliament Street, New Delhi.

**SOCIAL WORK.** Bi-monthly. National Association of Social Workers, 1425 H Street, N.W. Washington, D.C. 20305.

**SOCIALIST INDIA.** Weekly. AICC Camp Office, 5, Dr. Rajendra Prasad Road, New Delhi.

**SOCIO-ECONOMIC PLANNING SCIENCES.** Bi-monthly. Pergamon Press Ltd., Headington Hill Hall, Oxford OX3, OXB England.

**SOCIOLOGICAL BULLETIN.** Semi-annual. Indian Sociological Society, Dept. of Sociology, University of Delhi, Delhi.

**SOCIOLOGY AND SOCIAL RESEARCH.** Quarterly. University of Southern California, University Park, Los Angeles, California 90007

**STATE GOVERNMENT.** Quarterly. Council of State Governments, Iron Works Pike, Lexington, Kentucky 40511.

**STATES.** Fortnightly. INFA publication, Jeevan Deep, 10 Parliament Street, New Delhi.

**STUDIES IN COMPARATIVE LOCAL GOVERNMENT.** Semi-Annual. International Union of Local Authorities, 45 Wassenaarseweg, The Hague.

**TRAINING AND DEVELOPMENT JOURNAL.** Monthly. American Society for Training & Development, P.O. Box 5307, Madison, Wisconsin 53705.

**URBAN STUDIES.** 3 times a year. Longman Group Ltd., 5 B Bentinck Street, London, W1M 5 RN.

**VOLUNTARY ACTION.** Bi-monthly. Association of Voluntary Agencies for Rural Development, A-1, Kailash Colony, New Delhi.

**WESTERN POLITICAL QUARTERLY.** University of Utah, Salt Lake City, Utah.

**WORK STUDY AND MANAGEMENT SERVICES.** Monthly. Institute of Work Study Practitioners, 9/10 River Front, Enfield, Middlesex, EN1 3 TE.

**YOJANA.** Fortnightly. Publication Division, Patiala House, New Delhi.

## NEWS PAPERS

(Signed articles only)

ECONOMIC TIMES (Bombay)

NATIONAL HERALD (New Delhi)

HINDU (Madras)

PATRIOT (New Delhi)

HINDUSTAN TIMES (New Delhi)

STATESMAN (Calcutta)

INDIAN EXPRESS (New Delhi)

TIMES OF INDIA (Bombay)

# DOCUMENTATION IN PUBLIC ADMINISTRATION

## ACCOUNTANTS

MALEGAM, Y. H. The Responsibilities of the managerial accountant. *Chartered Accountant*, 22(8) Feb. 74, p. 417-20.

## ACCOUNTING

SETHI, NARENDRA K. and SETHI, KIRAN K. "Westernization" of Soviet accounting system. *Economic Times*, 9 Feb. 74, p. 5.

## ADMINISTRATIVE DECENTRALISATION

JOSHI, NAVIN CHANDRA. Nepal's panchayat system. *Kurukshetra*, 22(10) 16 Feb. 74, p. 5-6.

YIN, ROBERT K. and LUCAS, WILLIAM A. Decentralization and alienation. *Policy Sciences*, 4(3) Sept. 73, p. 327-36.

## ADVERTISING

BURROW, E. EDWARD and LESLIE, EDMUND J. Adding the professional touch to classified advertising. *Personnel Journal*, 52(8) Aug. 73, p. 705-9.

## AGRICULTURAL EDUCATION

BLACK, ALAN W. Changing patterns of control over Australian agricultural colleges. *Public Administration (Australia)*, 32(3) Sept. 73, p. 297-309.

MUKERJI, S. K. Agricultural universities pioneer educational reform. *Mainstream*, 12(22-23) Republic Day 74, p. 31-4.

## AGRICULTURAL MARKETING

BHATIA, B. M. The Food crisis : juggling with production statistics. *Statesman*, 28 Feb. 74, p. 4.

MEHTA, BALRAJ. Food economy in a shambles. *Indian Express*, 25, Jan. 74, p. 4.

RAJ, K. N. What went wrong with grain trade take-over? *Patriot*, 28 Mar., 74, p. 2.

## AGRICULTURAL MARKETING, COOPERATIVE

RAJA, P.K.M. Functional inadequacies of marketing cooperatives. *Kurukshetra*, 22 (9) 1 Feb. 74, p. 14-17.

## AGRICULTURAL RESEARCH

An Foras Taluntas. *Administration*, 21(2) Summer 73, p. 143-216 (complete issue).

*Contents* : Introduction, by P. O. Keefe; Administering a research organisation in changing times, by T. Walsh; Policy for research and development, by M. O'Sullivan; Planning a research programme, by J. J. Kilroy and P. M. McDonnell; ARMIS—a data system for research planning, by T. Higgins; Finance for research, by A. J. Fitzgerald; Operating a national research programme—the resources required, by P. Ryan and V. E. Vial; Case studies, by J. Lee and others; Dissemination and use of research findings, by B. M. Lewis; Scientific and technical information, by P. V. Geoghegan; Agricultural research—an essential service, by E. Ranson.

## AGRICULTURE

DINESH, C. Evaluation of integrated area development scheme in Maharashtra. *Khadi Gramodyog*, 20(1) Oct. 73, p. 85-92.

The integrated area development schemes were launched with a view to identify and help the smaller and weaker sections of the farming community. But the results as revealed by the studies undertaken in that direction have been found to be contrary. The remedy lies in proper selection of the area and implementation of the programmes with no interference on political or personal grounds—*Reproduced*.

MATHUR, J. C. Integrated agricultural area development. Voluntary Action, 15 (4-5) July-Oct. 73, p. 3-9.

SRIVASTAVA, G. C. Impact of urbanisation on a regional farm economy. Khadi Gramodyog, 20(1) Oct. 73, p. 70-84.

As a result of industrialisation and the concomitant rapid growth of urbanisation, a process of imperceptible, yet a distinct change is taking place in the rural areas, particularly in those villages, which are situated in close proximity to an industrial centre. In the present article, the writer has presented a close study of three villages, which are located near Ranchi, an industrial complex. The findings show that the farm economy of the villages, which are closer to Ranchi has been affected in a marked way than those, which are farther. Those nearer the city show distinct influences of urban growth.—*Reproduced.*

#### ANDHRA PRADESH—POLITICS

BERNSTAFF, DAGMAR. Eclipse of "Reddy-raj"?—the attempted restructuring of the Congress party leadership in Andhra Pradesh. Asian Survey, 13(10) Oct. 73, p. 959-79.

#### ARMED FORCES—RECRUITING, ENLISTMENT, ETC.

NARAIN, RAJ. Personnel selection specially in the armed forces. Journal of the Lal Bahadur Shastri National Academy of Administration, 18(2) Summer 73, p. 287-98.

#### ART PATRONAGE

HARRIS, JOHN S. The Government and arts patronage. Public Administration Review, 33(5) Sept.-Oct. 73, p. 407-14.

#### AUTHORITY

ECKSTEIN, HARRY. Authority patterns: a structural basis for political inquiry. American Political Science Review, 67(4) Dec 73, p. 1142-61.

#### BALANCE OF TRADE

HONE, ANGUS. Trade balance and balance of payment in Fifth Plan: growth prospects, capacity constraints and policies. Economic and Political Weekly, 9(6-8) Feb. 74, p. 291-300.

#### BANANA INDUSTRY

PATIL, M. B. Mukund Cooperative Banana Processing Plant : a feasibility case study. Integrated Management, Jan. 74, p. 26-8.

#### BANKS

GRAYSON, L. M. and GRAYSON, J. PAUL. Interest aggregation and Canadian politics: the case of the Central Bank. Canadian Public Administration, 16(4) Winter 73, p. 557-71.

KRISNARAO, B. Urban banks and credit planning. Eastern Economist, 62(4) 25 Jan. 74, p. 129-32.

PALAV, SUBHASH M. and others. Rural bank branches. Economic Times, 19 Mar. 74, p. 5; 20 Mar. 74, p. 5.

RAO, B. RAMACHANDRA. Merchant banking. Eastern Economist, 62(5) 1 Feb. 74, p. 165-8.

SEN GUPTA, N. C. Banks: achieving success in priority sector lending. Capital, 172(4298) 31 Jan. (Annual No.) 74, p. 41-4.

SILVERBERG, STANLEY C. Deposit costs and bank portfolio policy. Journal of Finance, 28(4) Sept. 73, p. 881-95.

TALKER, ISSAC. Making rural bank branches the tools of district development. Economic Times, 31 Jan. 74, p. 5.

TANDON, PRAKASH. How to make nationalised banks more forward looking. Capital, 172(4298) 31 Jan. (Annual No.) 74, p. 45-8.

TANDON, PRAKASH. Management problems. (Prakash Tandon interviewed by Sarwar Lateef). Statesman, Jan. 21, 74, p. 4; Jan. 22, 74, p. 4.

#### BEHAVIOURISM (PSYCHOLOGY)

HUMAN nature: a re-evaluation. Social Research, 40(3) Autumn 73, p. 375-563 (Complete issue).

*Contents:* The genetics of human nature, by Joshua Lederberg; The idea of human nature, by Daniel Yankelovich; Is there a totalitarian view of human nature?, by Tom Bottomore; Karl Marx on human nature, by Iring Fetscher; The next stage of nihilism, by George Kateb; Is man still man, by Robert D. Cumming; Human



nature and primal man, by Colin M. Turnbull; The parable of the talking chimpanzees, by Alexander Alland, Jr.; The image of man in economics, by Walter A. Weisskopf.

KUNKEL, JOHN H. and NAGASAWA, RICHARD H. A Behavioral model of man: propositions and implications. *American Sociological Review*, 38(5) Oct. 73, p. 530-43.

TAYLOR, JACK W. What the behaviorists haven't told us. *Personnel Journal*, 52(10) Oct. 73, p. 874-8.

### BHOODAN

PANDEY, B. P. Gramdan as a dynamics for social change. *Interdiscipline*, 10(4) Winter 73, p. 19-52.

Gramdan movement starting in 1952 under the leadership of Acharya Vinoba Bhave proved to be a powerful tool to change the existing social order particularly in the rural areas. As a result of Bhoodan-gramdan movement spread over many parts of the country, people of the rural areas prepared themselves for new challenges by re-arranging the social structure. The felt-need of the people and their problems urged them to plan for their future and the planning emerged into better utilization of indigenous resources experimenting with new methods of production and search for improved and appropriate technology. Both the community development programmes and gramdan movement were started with almost the same objectives in the rural areas.

The comparative study of two villages, one gramdani and one non-gramdani showed that there were more activities in the gramdan village than in the non-gramdan village. The people of gramdan village were more cooperative. On the other side, the activities of gram panchayat were very ineffective. Hardly any constructive work programme was undertaken by gram panchayat and community development block. In the gramdan village social mobilization took place in such a manner that major clusters of old socio-economic and psychological commitments eroded and broke down and people became available for new patterns of socialization and behaviour.

The people of the gramdan village were of the view that gramdan provides solution to many problems of the society, whereas the people of non-gramdan village were

not very hopeful of the activities of panchayat and community development blocks. Some of the individuals took personal interest in cultivating their fields and raising the standard of living but except for the supply of fertilizers and improved seeds, the contribution of panchayat was not much. —*Reproduced.*

### BIHAR—ECONOMIC CONDITIONS

SINHA, J.P. and VARMA, B. N. On energising Bihar's economy. *Khadi Gramodyog*, 20(3) Dec. 73, p. 153-9.

### BIRTH CONTROL

GANGRADE, K. D. Family structure and family planning. *Voluntary Action*, 15(6) Nov.-Dec. 73, p. 9-12.

POPULATION threat: a symposium on family planning in Asia. *Seminar* (176) March 74, p. 9-44 (complete issue).

*Contents* : The Problem; New legislation, by Tara Ali Baig; Trade union responsibility, by Maniben Kara; Religion, customs, laws and attitudes, by Suratmi Iman Sudjahri; Sex education, by Sun Hi Won and Latha R. Pattiaratchi; From the regions, by Chandra de Zoysa and Fernanda S. Balboa.

TRIPATHI, B. L. and SINGH, GURDEV. Family planning programme. *Economic Times*, 17 Jan. 74, p. 5; 18 Jan. 74, p. 5.

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### BUDGET

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(BUDGET of India, 1974-75). Capital. 172(4303) 7 Mar. 74, p. 309-45 (Budget No., Complete Issue).

*Selected Contents* : Central budget:—an exercise in optimism, by Bhabatosh Datta; Central budget: a realist personal tax structure at last, by Kailash Khanna; Merits and demerits of Mr. Chavan's budget proposals; Does the budget aim at achieving growth with stability, by M. R. Meher.

(BUDGET of India, 1974-75). Eastern Economist, 62(10) 8 Mar. 74 p. 393-566 (Budget No., complete issue).

*Selected Contents:* Charter for inflation, by V. Balasubramanian; Direct taxes: a case of the curate's egg, by S. P. Chopra; Indirect taxes: considerate approach, by R. C. Ummat; Rising cost of communication, by Hardev Singh; Railway budget: off the rails, by R. C. Ummat; Budget documents.

KABRA, KAMAL NAYAN. Fifth Plan's first budget : calculated slip-back. Mainstream, 12 (30) 23 Mar. 74 p. 9-10.

LATEEF, SARWAR. The Central budget. Statesman, 25 Feb. 74, p.4; 26 Feb. 74, p.4,

NATCHEZ, PETER B. and BUPP, IRVIN C. Policy and priority in the budgetary process. American Political Science Review, 67 (3) Sept. 73, p. 951-63.

REDDY, G.K. The Budget : ideological limitations. Hindu, 5 Feb. 74, p.6.

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#### BUDGET, CAPITAL

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KERNAGHAN, KENNETH. Responsible public bureaucracy : a rationale and a framework for analysis. Canadian Public Administration, 16 (4) Winter 73, p. 572-603.

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MANSFIELD, ROGER. Bureaucracy and centralization : an examination of organizational structure. Administrative Science Quarterly, 18 (4) Dec. 73, p. 477-88.

MEOW, SEAH CHEE. Public relations in the Singapore bureaucracy : a neglected aspect in administration. Indian Journal of Public Administration, 19 (4) Oct.-Dec. 73, p. 612-26.

RAO, A.V. SATYANARAYAN. Weber and welfare bureaucracy : the Indian experience. Journal of the Society for Study of State Governments, 6 (4) Oct.-Dec. 73, p. 210-22.

This article is an attempt to discuss the Weberian bureaucratic theory in the context of development administration. Selection through merit and technical qualifications and complete absence of appropriation of official positions by the incumbents are the positive elements in Weberian model. The negative elements are impersonal order, rules, sphere of competence, hierarchy and written documents. Impersonal order is detrimental to the human relations orientated developing society. Most of the rules have negative orientation. A progressive government needs a progressive bureaucracy and a set or progressive rules. Authoritarianism of the superiors underlying the principle of hierarchy is detrimental to team work. Documentation results in delay and makes discrimination between important and less important papers difficult. In a welfare bureaucracy only necessary information at the decision-making stage should be recorded. Weberian bureaucracy is not oriented towards the people whom it serves. India needs a welfare bureaucracy having far greater initiative and drive than before for its nation building programmes.

REIMANN, BERNARD C. On the dimensions of bureaucratic structure : an empirical reappraisal. Administrative Science Quarterly, 18 (4) Dec. 73, p. 462-76.

SMITH, THOMAS B. Salient New Zealand bureaucratic norms. Political Science, 25 (1) July 73, p. 26-36.

#### BUSINESS—SOCIAL ASPECTS

BHANDARI, NARENDRA C. Social responsibility is everybody's business : need to develop responsible business practice. Indian Administrative & Management Review, 6 (1) Jan.-Mar.74, p. 4-10.

#### BUSINESS FORECASTING

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#### CABINET SYSTEM

SINGH, GOVIND NARAIN. Introspection of a Chief Minister. National Herald, 10 Feb. 74, p. 5.

As the head of the Council of Ministers, the Chief Minister is expected to control, coordinate, guide and direct the activities of other ministers. Primarily he is required to lead the party. He is the "leader of the house" and of the Government. In some respects he should be liberal with the opposition. A Chief Minister is the political head of the services and has to ensure that ministers and administrative services function honestly, efficiently and coherently. He should be conversant with the special features and peculiar problems of the state. A Chief Minister is a person with inborn qualities of leadership and one heading a multi-party coalition government needs something more.

WETTENHALL, R. L. The Ministerial Department: British origins and Australian adaptations. *Public Administration (Australia)*, 32(3) Sept. 73, p. 233-50.

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RUBLIN, DUFF. A New national policy and Canadian nationalism. *Canadian Public Administration*, 16(4) Winter 73, p. 542-56.

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CAREY, WILLIAM D. Leadership and management in the federal government. *Public Administrative Review*, 33(5) Sept.-Oct. 73, p. 456-9.

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SABERWAL, SATISH. Receding pollution: intercaste relations in urban Punjab. *Sociological Bulletin*, 22(2) Sept. 73, p. 234-59.

SOMJEE, A. H. Caste and the decline of political homogeneity. *American Political Science Review*, 67(3) Sept. 73, p. 799-816.

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SCOTT, JUAN F. Providing for the linkage of the 1971 census of agriculture and population of Canada. *Socio-Economic Planning Sciences*, 7(5) Oct. 73, p. 523-31.

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DUTTA, B. C. Calcutta. *Civic Affairs*, 21(3) Oct. 73, p. 9-14; 21(4) Nov. 73, p. 17-21.

KIRLOSKAR, M. V. Poona: perspectives of a growing city. *Economic Times*, 9 Jan. 74, p. 5.

LONG, NORTON E. Have cities a future? *Public Administration Review*, 33(6) Nov.-Dec. 73, p. 543-52.

MORRISON, PETER A. A Demographic assessment of new cities and growth centers as population redistribution strategies. *Public Policy*, 21(3) Summer 73, p. 367-82.

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DUBE, J. P. The Role of Town and Country Planning Department in physical development of state. *Civic Affairs*, 21(7) Feb. 74, p. 5-15.

GORDON, KENNETH F. and SANDS, GARY. Development of a simulation model of the Detroit housing market. *Policy Sciences*, 4(3) Sept. 73, p. 365-78.

#### CIVIL LIBERTIES

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MENON, K. P. S. How much freedom should there be in a democracy? *Capital*, 172(4298) 31 Jan. (Annual No.) 74, p. 35-8.

#### CIVIL PROCEDURE

KIDDER, ROBERT L. Courts and conflict in an Indian city: a study in legal impact. *Journal of Commonwealth Political Studies*, 9(2) July 73, p. 121-39.

In this article the author has reported on research which raises serious questions about the 'culture conflict' explanation for patterns of court use in India. The research was conducted in 1969 and 1970 in the courts of Bangalore. The behaviour of litigants can be understood in terms of situational and structural pressures and opportunities which can exert their influence specifically because litigants accept and value the courts as adjudicators of legal rights. If formal legal provisions are not having their intended impact on the relations between litigants, the explanation lies in the relationship of those provisions to the social structure of the judicial system rather than in their incongruity with

indigenous values. The operation of formally adjudicative structures has the effect of fostering negotiated outcomes dependent on the strategies of the conflicting parties rather than the decisive actions of judicial authority. The most predictable outcome of cases is some kind of compromise either willingly or fatalistically yielded. The bases of negotiation are grouped according to their relationship to the adversary process, procedural regulations, and the social network of actors involved in processing of cases. The most normal course of events in litigation consists of delay and compromise and the adjudicative ideal is rarely achieved. The court use in Bangalore appears to be frivolous or misguided because of the predominance of multiplex relationships being brought before courts.

#### CIVIL SERVICE

CHAPMAN, RICHARD J. and CLEVELAND, FRÉDÉRIC N. The Changing character of the public service and the administrator of the 1980's. *Public Administration Review*, 33 (4) July-Aug. 73, p. 358-66.

MATHUR, KULDEEP. Crisis of distrust: dissatisfaction in the civil service. *Hindustan Times*, 24 Mar. 74, p. 1

Several outstanding features of the relationship of civil servants with government were highlighted in a recent survey of job satisfaction of 176 administrators in an Indian State. It was found that most of them were highly dissatisfied with government service. The major reason for civil service estrangement is the perceived unfairness in promotions, postings and transfers. Economic reasons are not considered that important. It is widely believed that this unfairness is because of political interference in administration. There is a deep suspicion of politics and government actions are seen within this framework. Therefore, it is argued unless trust is consciously developed, short term measures cannot raise their morale.

PREM. Commitment in the civil service. *Integrated Management*, (92) Dec. 73, p. 35-40.

In order to test the truth and the significance of the statement that the country's progress is being hampered by the absence of a "committed" civil service, the nature of the three involved concepts is examined. The concepts are: progress, civil service functions, and commitment. The flaws in the development theories being served to the governments of the poor countries are

pointed out. Certain basic issues on which clear understanding is required are listed. It is concluded that the blame for the failure of the development process in India cannot be placed on the civil service.

RAI, UDAI RAJ. Secretary of State's services and the end of their special privileges: a historical review. *Indian Journal of Public Administration*, 19 (4) Oct.-Dec. 73, p. 627-43.

Parliament, by the Constitution 28th Amendment Act, 1972, has abolished the special privileges enjoyed by the erstwhile Secretary of State's services under Article 314 of the Indian Constitution. The article gives a historical review of these services and their rights.

The Indian Independence Act 1947 made certain modifications in some of the rights enjoyed by these services in view of the departure of the Secretary of State from the scene. They were later guaranteed in Article 314 of the Constitution.

The author analyses briefly the interpretation on Article 314 by the Patna High Court and the Supreme Court in their judgements in *Accountant General, Bihar vs. N. Bakshi* and *R.P. Kapoor vs. Union of India*, and concludes that the interpretation adopted by the Courts that Article imposed a restriction on the legislative powers of Parliament and State legislatures had been in accordance with the broad objective behind the insertion of the provision in the Constitution.

SINHA, BRIJ MOHAN. The Indian Administrative Service: a comparative overview. *Political Science Review*, 12 (3-4) July-Dec. 73, p. 247-56.

The quality of recruits in the I.A.S. is very much different than their predecessors due to the falling standard of university education, problems of large in-take, policy of reservation of seats, and declining number of candidates appearing for the competitive examination against per candidate selected. The I.A.S. has ceased to be the intellectual elite. Its present enviable position is constantly under attack. Either of the two alternatives may provide the way out: (1) the I.A.S. admits the fall of standard, gives up the claim to I.C.S. legacy, and accepts a position in the new order as recommended by the Administrative Reforms Commission, and (2) a serious effort is made to attract right type recruits to justify the legacy.

SUNDAR, PUSHPA. The Amateur expert. *Times of India*, 31 Mar. 74, p. 4.

Whatever the demerits of the Indian Administrative Service (I.A.S.) as it exists and functions today, it has fulfilled certain useful functions and done some good work. The charges usually levelled against the I.A.S. are examined in detail. An I.A.S. officer having the experience and knowledge of the field at grassroots is likely to do better than the pure expert. A number of suggestions are put forward to improve the performance of the service. The I.A.S. should recognise its limitations and circumscribe and define the jobs it can do well.

#### CIVIL SERVICE AND LEGISLATORS

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#### COAL

MENON, M.S.N. Criminal neglect of coal development. *Mainstream*, 12(22-23) Republic Day 74, p. 47-8.

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#### COLLECTIVE BARGAINING

BROWN, E. H. PHELPS. New wine in old bottles : reflections on the changed working of collective bargaining in Great Britain. *British Journal of Industrial Relations*, 11(3) Nov. 73, p. 329-37.

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*Contents* : Introduction, by Editor; Public employment relations : confronting the issues, by David Lewin; Correlates of state public employees bargaining laws; by Thomas A. Kochan; The emergence of Hawaii's public employment law, by Paul D. Staudohar.

FLANDERS, ALLAN. Measured daywork and collective bargaining. *British Journal of Industrial Relations*, 11(3) Nov. 73, p. 368-92.

#### COLLEGES AND UNIVERSITIES

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GLUECK, WILLIAM F. and DEICH, INGRID. Antecedents and consequences of research planning in a university setting. *Management Science*, 20(2) Oct. 73, p. 240-52.

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KULKARNI, V. B. Dismal future of higher education. *Indian Express*, 18 Jan. 74, p. 4.

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PEMPEL, T. J. The Politics of enrolment expansion in Japanese universities. *Journal of Asian Studies*, 33(1) Nov. 73, p. 67-86.

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SMITH, MURIEL. Community development in New York City. *Community Development Journal*, 8(3) Oct. 73, p. 139-44.

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CHOUDHARY, B.N. and PRASAD, C. A Comparative study of a progressive and a backward village. *Indian Journal of Social Work*, 34 (4) Jan. 74, p. 315-22.

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## COMPUTERS—BEHAVIOURAL SCIENCE APPLICATION

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## COMPUTERS—MANAGEMENT

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## COOPERATIVE SOCIETIES

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JACKSON, PAUL T. Keep your archives in a public service library. *Administrative Management*, 30 (10) Oct. 73, p. 55-7.

SCHAFFIR, WALTER B. What have we learned about corporate planning. *Management Review (U.S.A.)*, 62 (8) Aug. 73, p. 19-26.

VENUGOPAL, A. Costs and common-sense. *Integrated Management*, Jan. 74, p. 51-4.

## CORRUPTION

DANG, SATYA PAL. Corruption and government employees. *Mainstream*, 12 (24) 9 Feb. 74, p. 21-2.

Root cause of corruption is monopoly capitalism. Corruption at top increases corruption at lower levels, which hits the people materially. Abolition of capitalism with its profit motive is a pre-condition for eliminating corruption. Class III and IV employees resort to corruption because they are low paid. Top level corruption also encourages. Many honest officials are forced to become corrupt by their bosses. Government employees unions should resist to 'demands' from above, and should take note of the fact that certain fringe benefits tend to encourage dishonest and corrupt practices, while formulating concrete demands for such benefits.

KULKARNI, V.B. Corruption an invincible evil? *Indian Express*, 2 Mar. 74, p. 4.

## COST-BENEFIT ANALYSIS

DUBEY, R.M. and SINGH, SUDANA. Benefit-cost analysis in a developing economy. *Eastern Economist*, 62(4) 25 Jan. 74, p. 132-4.

## COST OF LIVING, RURAL

RATH, NILAKANTHA. Regional variation in level and cost of living in rural India in 1961-62. *Artha Vijnana*, 15(4) Dec. 73, p. 337-52.



## COUNCILMEN

MOHAPATRA, MANINDRA KUMAR. Recruitment and role perceptions of urban legislators: an empirical study of city councilmen in an American metropolis. *Journal of Constitutional and Parliamentary Studies*, 7(2) Apr.-June 73, p. 146-62.

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LODHI, ABDUL QAIYUM and TILLY, CHARLES. Urbanization, crime and collective violence in 19th century France. *American Journal of Sociology*, 72(2) Sept. 73, p. 296-318.

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PATTABHIRAM, M. New criminal procedure code. *Hindu*, 23 Feb. 74, p. 6.

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RANADE, P. V. Dalit Panthers of Maharashtra. *Mainstream*, 12(24) 9 Feb. 74, p. 11-13.

## DEBTS, PUBLIC

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## DECISION-MAKING

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ISKANDAR, ADNAN. Graduate program in development administration at the American University of Beirut. *EROPA Review*, 13(2) 73, p. 36-65.

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## DISTRICT ADMINISTRATION

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SINGHVI, G. C. District magistrate and district police: constraints, dilemmas and imperatives. *Indian Journal of Public Administration*, 19(4) Oct.-Dec. 73, p. 495-524.

SUD, K. N. District reorganisation. *Voluntary Action*, 15(4-5) July-Oct. 73, p. 10-16.

India's existing districts do not follow any set pattern as regards their size, population and administrative structure. Though several states after Independence set up commissions to suggest improvements in district administration, none has cared to reorganise them on an area-cum-population or functional basis. Even in regard to the set-up within the districts separate patterns have emerged in different states. No more than 50 new districts have been created since Independence but most of them for reasons, other than administrative efficiency and needs of development.

Both in the interest of administrative efficiency and to make development activities meaningful for the common man, serious thought will have to be given to district re-organisation on a rational basis. It is mainly the large size of the districts which is responsible for the existence of several tiers, with overlapping functions, in their administrative jungle. Splitting up of the existing large districts into convenient and compact units is absolutely indispensable. Attention must also be paid to rationalise and redistribute the functions of Commissioners, Collectors and other officers in the district hierarchy in order to cope with development and social welfare problems of the rural areas. A district should in no case consist of more than 500 villages. The Union Government should set up a study team to go into the whole gamut of district administration reform purely on a techno economic basis and lay guidelines for the States which may then set up their own committees to carry out the surgery. In the meantime the States can go ahead with reshaping their administrative pattern in accordance with the ARC recommendations which are quite detailed and specific.

#### DRAINAGE

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AGARWAL, ANIL. Extending dryland farming. *Hindustan Times*, 4 Jan. 74, p. 5.

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#### ECONOMIC DEVELOPMENT

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The economy is at present passing through a period of critical shortages. It is obvious that, in this situation, selectivity in programmes designed to achieve desirable socio-economic goals is crucial. The attempt in this paper is to highlight implementable policy options.

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*Contents:* Report on Seminar on Plan Implementation; Implementation

problems and constraints, by State Planning Commission, Madras; Machinery and procedures, by Deb Kumar Bose; Machinery and procedures, by J. Shivakumar; Plan implementation and administrative reforms, by V. Krishnaswamy; Training and improved plan implementation, by B. L. Maheshwari; Bureaucracy and economic development, by A. Ramiswami.

To begin with the Seminar dealt with the definition of plan implementation and causes of its lags and lumps. The causes are: (a) a function of the system of political democracy which leads to political interference and compromise documents, (b) personnel shortcomings including lack of expert staff, lack of training and too frequent staff transfers, (c) organisational gaps which include lack of an information system, the budget system and the lapse doctrine, the limitation of the principle of maximisation of profits and the problem of protecting the decision maker when his decision goes wrong, and (d) the system of centralisation of powers between the Centre and the State and as between the State and local authorities. For machinery and procedures of plan implementation, the Seminar concluded that (a) the plan implementation referred to the execution of all the development programmes, (b) the Council of Ministers and its subsidiary organisations should review periodically plan implementation, (c) planning procedure should be restructured so that first district plans are developed along with regional plans leading to state plans; (d) planning should be decentralised and elected representatives should be associated at every stage. The Seminar also considered administrative reforms needed for expeditious and improved implementation and to a system of monitoring and evaluation. It emphasised (a) the need for continuing reforms through a Standing Administrative Reforms Commission/Department, (b) establishing a unified unit of the Secretariat, (c) co-ordinating the work of the Department of Agriculture and the Department of Panchayat Development, (d) reforming the budget control system, (e) setting up a department of minor irrigation, and (f) organising a programme of training for all officers. On monitoring and evaluation, four proposals—the new accounting system, performance budgeting, computerisation and evaluation of a core sector were accepted.

On participation in implementation the Seminar felt the necessity of participation of (a) industrial sector, (b) agriculture sector, (c) university and research institutions, and (d) voluntary agencies. On training,

the Seminar agreed (a) on the importance of and obstacles to training; (b) the timeliness of the Institute of Management for the State, (c) the need to devise special training courses in planning and administration, and (d) the limitation of training *vis-a-vis* motivation.

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An average annual growth rate of gross domestic product of 5.5 per cent, self-reliance and redistribution of consumption for the removal of poverty over the plan period were the three accepted objectives of the Fifth Five-Year Plan as enunciated in the Approach to the Plan. In this article, the planning model underlying the Approach document is evaluated. The macro-model adopted by the Planning Commission is a variation of the well known Harrod-Domar model and the input-output model is a variation of the static-open-Leontief model. The analytical rigidities and weaknesses in the different components of the model combined with the absence of well-worked alternatives with reference to redistribution and import substitution have prevented the model from being useful even within the limits imposed by the general static-input-output framework. The model is found to be inadequate in its institutional specification and operationally unsatisfactory. The empirical basis for the Plan objectives is found to be a poor approximation to the realised experience in the recent past. It is not surprising that the Draft Plan has made the commitments on self-reliance and removal of poverty much less categorical than it was in the Approach document.

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The redistributive bias in the Sixth Finance Commission's recommendations, the dovetailing of Plan and non-Plan expenditure and the attempt to reduce 'discretionary' assistance are noteworthy.

The approach adopted by the Commission of devising a scheme of non-Plan resource devolution having the same overall objectives as those of national planning was perhaps the best possible in the circumstances. However, the Commission could have relied on this approach all along and evolved a scheme of need-based resource devolution instead of considering each item of devolution separately.

Further, unless the financial discipline in the form of realisation of revenue targets, restraining inessential expenditure, upgrading the levels of social services, improvement in the financial performance of public undertakings, etc., implicit in the Commission's recommendations, is observed, these recommendations will not have the desired impact.—*Reproduced.*

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Non-Plan capital gaps were kept outside the purview of the earlier Finance Commissions, and as such they were

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In India after independence scientists and technical experts are playing a vital role in development with no significant change in administrative set-up. In relation to the Indian Administrative Service, a generalist service, all other Class I services, whether scientific, technical or non-technical, occupy a distinctly inferior position both in respect of pay scales and service prospects. A rational pay structure based on job evaluation is perhaps needed to keep up the morale of public services. The relative claims of experts and generalists to the top management posts within the citadel of policy-making are examined. Administration requires a high degree of managerial skill and so is as much a profession as law or medicine. The very nature of work and training of a technical expert is a handicap for assuming policy-making and administrative responsibilities. Within the limitations imposed by political and social standards, a greater professionalism in administration and not replacement of administration by experts, is needed.

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**DAMODAR** Valley Corporation: a feature. *Commerce*, 128 (3280) 23 Mar. 74, p. 1-7.

*Contents:* Watershed management for sediment control in upper Damodar catchment, by S.P. Singh Teotia; DVC's role in the development of Bihar, by P.R. Roy Chowdhury; New orientation to expansion schemes (DVC's Fifth Plan Programme).

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**MISHRA, M.N.** How profitable is LIC investment. *Eastern Economist*, 62 (8) 22 Feb. 74, p. 312-15.

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**KHANNA, K.C.** The Bane of overstaffing: unions take their toll. *Times of India*, 22 Feb. 74, p. 4.

**MEHER, M.R.** Public sector in the fifth plan: need to improve efficiency. *Capital*, 172 (4296) 10 Jan. 74, p. 56-8.

Working of public sector enterprises is unsatisfactory due to under-utilization of capacity, long gestation periods, huge built-in capacities, ambitious scales of planning based on inadequate data, obsolescence of the plant mix, high costs on townships and amenities to employees even before the factory has gone into production, management and operational inadequacies, delays in decision making, overstaffing and perpetual labour troubles. A right balance between the autonomy of the undertaking and public control is necessary. Steps should be taken to professionalise the management. Labour should be dealt with firmness when necessary.

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**PADMANABHAN, V. S.** Public relations in public sector. *Lok Udyog*, 7(9) Dec. 73, p. 9-10.

**RAMATHILAKAM, R.** A Critique of public sector: failure and the causes. *Swarajya*, 18(27) 5 Jan. 74, p. 17-19.

The total amount of investment in the public sector undertakings as on March 1972 was Rs. 5,052 crores. After measuring the performance on the basis of (a) ample production for community at low cost, (b) utilization of the installed capacity, (c) generation of surpluses through self expansion, and (d) profit criterion, it is felt that the public enterprises suffer from a lack of the required degree of vitality and dynamism. The reasons for this phenomenon are pointed out.

Planning for the public sector is concerned with infrastructure in which immediate monetary returns can not be deciphered. Idle capacity is one aspect of the excesses and shortages in material balances. Government should not extend the public sector to the realm of mass consumption goods industry until the existing undertakings are made viable economic units.

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The managers in India's public sector instead of being self-motivated leaders with individual creativity have become mere cogs in an organisational wheel. Indian managerial motivational difficulties are inherently introversive. Though bureaucracy offers the worst possible foundation for any productive organisation, bureaucratic values are accepted as a part of public sector's management systems. For the executives action-centred leadership programmes should be organised. Managers at all levels should increasingly be made to participate in policy formulation exercises. In India, the need for motivated, involved and committed public sector managers is great.

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DECISION MAKING

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The judiciary must enjoy the respect and confidence of the common man. The principle of commitment of judiciary to certain ideologies should be resisted by the Bar. India is carrying on today the greatest constitutional experiment in human history. She is seeking to realise both socialism and democracy. Such realisation is possible only when a judiciary conscious of its obligations, is free to play its role without political, bureaucratic or executive interference. The author repeats his proposal for establishment of village courts for trials of minor civil and criminal cases.

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#### LAND TENURE

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The data published by the National Sample Survey show that the excessive concentration of agricultural holding in the hands of big landholders has remained more or less the same between the two periods, 1953-54 and 1960-61. The loopholes deliberately allowed in land ceiling legislations in the interest of landlords are analysed. Arguments against lowering of land ceilings and redistribution of surplus land are refuted. Due to various reasons the land ceiling bills drafted by some legislatures along the line of Central Land Reforms Committee's recommendations of 1971 are not going to ensure land to the landless and land hungry peasants. These reasons are briefly described. Cash compensation has transformed the big landowning classes into a class of rural entrepreneurs. Political alliance of the capitalist interest with the feudal interest has helped in increasing the production of foodgrains at the cost of small and poor peasants, tenants, share-croppers and agricultural labourers.

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A policy of encouraging small farms has an obvious appeal in overpopulated agrarian economies. It is based on two assumptions—first that small farms absorb relatively more labour, and secondly that they make more intensive use of land. The author sees a possible conflict, in densely populated countries, between long-term employment creation and the limited though immediate benefits of redistributing land so as to constitute small farms. The effects of alternative agrarian policies on the key variables that enter into the process of employment generation are analysed. It is explained as to why the Japanese model of land reform, which at first sight appears to sanction the small farms approach, is of limited relevance to other less developed countries. Redistribution of land among farmers with holdings below the viable will only create uneconomic farms. It is better to create as many commercial farms as possible. In Punjab rapid growth of agricultural employment has been achieved despite an unbalanced distribution of land and substantial mechanisation. The agronomic conditions, population pressure, institutional framework and levels of technological development vary so widely from one region to another that no land reform policy can be regarded as uniquely optimal; land reform has to be pragmatic and suited to particular situations.

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SINGH, M. P. AND MISHRA, R. P. Scaling the determinants of the emerging leadership. *Interdiscipline*, 10(3) Autumn 73, p. 17-26.

Literature and experience have shown that the emergence of leadership of the emerging institutions like *Panchayats* and cooperative is determined by a number of factors. These factors may be called the determinants of the emerging leadership. The present investigation aimed at identifying such determinants and measuring their relative importance. The study resulted in identification of seven determinants. These determinants were found to be effective in determining the emergence of the leadership of the emerging institutions in the following order: Informal influence, Education, Size of landholding, Caste, Age, Religion and Sex.—*Reproduced*

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State executive government has to deal with the municipal authorities in their day-to-day administration. This article has particular reference to Haryana. Due to mass of controls, checks and counter-checks the elected representatives are unable to bring into full play local interest and initiative. The techniques of administrative control are out-dated, unimaginative and negative. Financial control is so detailed that there is hardly any scope for self-government. Municipal committees should not be superseded on vague charges of incompetence or abuse of powers. Dissolution is a less drastic step than supersession and should take place only with the approval of State Legislature. In the absence of a field agency the Local Government Department in Haryana gets overburdened with workload much of which can be done at the field level. A well organised Directorate of Municipal Administration with effective regional inspecting staff is necessary to guide, advise and help the municipal authorities in the solution of their problems. An engineering cell should also be created within the Directorate for the execution of water supply and sewerage schemes. The State government should make the municipal authorities increasingly self-reliant through guidance, research, advisory and consultation services, technical assistance and training programmes.

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The 'generalist' administration has failed to keep pace with the fast changing times. The A.R.C. too found the administration heavily relying on 'unalloyed generalism'. The adherence to the concept of the 'gifted laymen' entails most damaging consequences. The prevalent personnel administration condemns the specialists to a perpetual positioning of the side-lines of the administrative hierarchy. The surge of the protests that ensued after publication of the Third Pay Commission's Report, is a clear pointer that the streamlining of the generalist-specialist relationship is urgently called for. The tremendous increase and great diversification in the functions of the

State need inevitably have their counterpart implications for the services. The services, a successor of the I.C.S., is more adept in maintaining law and order and managing revenue administration than handling the multifarious tasks that the development administration involves. The existing bureaucracy must be rationally structured, more functionally oriented and should be 'achievement centred'.

The 'generalist' does not have the type of skills and expertise needed to resolve the steady rising administrative problems which are often inextricably interwoven with techno-socio-economic complexities. This problem can be solved by matching jobs with the man possessing the needed qualifications in term of skills, training and experience, etc. The technocrats can be given short-term training in modern management techniques, which will make them better manager than the generalist. India need meritocracy and technocracy but not the bureaucracy of the privileged class. The need for professionalism is inescapable and requires to be unequivocally recognised and acted upon.

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Extracts from U. P. Chief Minister's address delivered to police officers on December 14, 1973 at Lucknow.

GANGULI, AMULYA. West Bengal Police. Statesman, 24 Jan. 74. p. 4; 25 Jan. 74, p. 4.

The thana set-up should be improved as it is here only where policemen come in touch with the public. Prospects of quicker promotion should be devised to improve the quality of recruitment. The IPS cadre should be more directly involved with thana affairs. Direct recruitment at upper levels has reduced the prospects of promotion. Non-police responsibilities hamper routine investigation and so are disliked by senior officials. West Bengal Government plan to accommodate police personnel in 'colonies' will create greater misgivings among the public. According to a plan being drawn up, thanas will be primarily responsible for collecting intelligence. Use of high-handed methods is still a problem. Sustained training is necessary to keep the police force professional. Inadequate pay at lower levels is mainly responsible for corruption. The differences between the District Magistrate and the Superintendent of Police are exploited by subordinate staff and local politicians to create difficulties for the administration.

MANIHA, JOHN K. Structural supports for the development of professionalism among police administrators. Pacific Socio-logical Review, 16(3) July 73, p. 315-43.

MENON, N. C. Delhi needs a police commissioner. Hindustan Times, 27, Jan. 74, p. 1.

The multiplicity of agencies to which the Delhi Police is forced to owe allegiance is a primary cause of the prevalence of passing the buck and the absence of prompt and effective action. It was to avoid such situations that Khosla Commission recommended in 1968 that the Delhi Police should be placed under a Police Commissioner to ensure operational efficiency. Arguments for and against the Police Commissioner system are pointed out. The wheels of bureaucracy turn exceedingly slow and lessening the number of intervening wheels is one way of increasing speed of action. The Government has neither accepted nor rejected the Commissioner proposal and has kept it "under active consideration". Delhi Police still does not have regulations of its own. The Commission's findings are based on data that is now ten years old. In the meantime Delhi's problems have multiplied. The quality of

life and living in the Capital has its inevitable repercussions throughout the country. So law and order in Delh is of national significance.

MICHAELS, RHODA A. and TRAGAR, HARVAY. Social work in police departments. Social Work, 18 (5) Sept. 73. p. 67-75.

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PLEHWE, R. Some aspects of the constitutional status of Australian police force. Public Administration (Australia), 32 (3) Sept. 73, p. 268-85.

SAHA, SISIR RANJAN. Calcutta city police administration: some problems. Indian Police Journal, 19 (4) Apr. 73, p. 22-6.

Area and population characteristics are the main factors in determining the establishment of a police force. In a city like Calcutta, industrialization and concentration of population give rise to new and more sophisticated types of crime and so demand corresponding development in organization and equipment. Police should be relieved of non-police duties which raise difficult problems of management and divert police attention from more fundamental duties. Official interference with the police performance of duties demands serious consideration. A "striking force" trained and equipped like the combat units of the army is necessary to deal with abnormal violent situations. Without public cooperation satisfactory discharge of police duties is unlikely.

SHARMA, PRABHU DATTA. Perspectives on Indian police. Indian Journal of Public Administration, 19(4) Oct.-Dec. 73, p.525-51

The image of the police in India though broadly related with the national character, reflects the organisational character of the police bureaucracy. The present study seeks to survey and evaluate conclusions of a research based on a limited but representative sample of police and non-police respondents drawn from five States, but mostly from Rajasthan. The study has three parts and the comparative data has been processed and analyses in and overall research design,

seeking to answer three concrete questions viz., (1) What do the police and people think of each other in terms of broad perception and how do these compare with the police image in the eyes of the policeman themselves? (2) Why has the image of the police emerged and been accepted as such by different sections of society? (3) What according to police officials and non-police participants in police administration can be and should be done to better this image of the police to shape it as a more effective and responsible organisation in the political system of the country.

It is concluded that police officials are adequately knowledgeable about their own image. They are widely conscious about the organizational and environmental reasons, for their being in the present situation. They have a strong desire to improve this image. Yet they are fairly conservative and have strong professional biases to keep their structure closed and insulated from the rocking winds of change. The non-policeman has very strong and deep prejudices against the police. His predilections are neither rooted in objective realities nor have any basis in empirical rationality. He is highly impatient to expedite democratic control over the police. He also has sympathies with the younger generation of police officials. But he views any increase in police power with scepticism, suspicion and alarm. He has his reasons to democratise and humanise police bureaucracy through public debates and direct political control over the police through popular representation.

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Commissioner of Police system was first introduced in three presidency towns of Calcutta, Bombay and Madras. After independence, this system, due to its established efficiency, was extended to more cities. As the city police has to face complicated problems which need quick decisions and effective follow-up, the Metropolitan system is the most appropriate one. A healthy police-public relations is an essential ingredient of successful administration. Police work is increasingly becoming specialised and no longer constitutes a branch of the general administration.

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Administrative reforms are premeditated, well-studied and planned programmes of action with definite objectives in view. In spite of our best efforts at reform in India, no appreciable change in Government performance has been achieved. A radical change and transformation in the attitude and behaviour of bureaucrats is essential. Administration needs management orientation. Bureaucratic power should be harnessed to safeguard the interests of the people. The agencies created for gaining particular objectives should not become ends themselves. The ruling elite should not try to propagate and protect its interests.

#### PUBLIC ADMINISTRATION—DECISION-MAKING

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Policy-making requires two inter-related aspects: one having to do with *intelligence*, *design* and *choice* activities in decision-making; and the other, with the personnel and the organisational environment needed for decision-making. The *intelligence* activity in formulating public policy requires search for the social, political, economic and technical aspects in the environment that impinge upon a particular decision-making situation. The *design* activity requires a search for relevance, inventing, developing and analysing the various decision choices and the consequences of these alternatives. *Choice* requires the selecting of a particular course of action with as complete a knowledge as possible of the consequences of the decision.

To judge the impact of public policy on an on-going basis requires a wide data base and very careful interpretation of societal phenomena. In India, the public response to key issues are obtained more often through the channels of the political party than through the administrative machinery. The party machinery, selective by its very nature, is likely, as a feed-back machinery, to have inherent limitations that tend to make it less effective. Neither the Centre nor the States have adequate machinery for obtaining, collating and interpreting public response to their policies.

Policy level tasks consist of three related areas: (a) review of the effectiveness of the policy, (b) design activity for new policy decisions, and (c) anticipatory policy. In Government there is a dire lack of anticipatory functions.

The need for basic policy formulation arises at the level of each ministry and the Government as a whole. The ministry and the cabinet each must have an organisation to design decision-choices.

The supportive systems for policy formulation at the differentiated level (ministries) and the integrative level (Government as a whole) rarely exist. In public administration there is emphasis on creating differentiated systems and deemphasis on integrative systems. Given the system, no single position is vested with, nor can indeed be assigned, the authority to perform the integrative task. It is an open question whether committees can do this, as they do not have an adequate information and analysis base. The absence of the integrative function in the organisations of the Government make it very difficult to design satisfactory machinery for decision-making.

The supportive systems for intelligence and design activities are necessary at the level of the Cabinet, some of the ministries and the district administration. There would have to be sharing of data because in many cases the basic data would be the same. The personnel organisation for the task requires research expertise and also familiarity with the administrative system. It will have to be a team consisting of people drawn from sources outside the Government and from within. It may require changing by rotation of personnel from outside and from within, because a prolonged sense of routine and conditioning in such a system can be self-defeating.

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BHATTACHARYA, A.G. Panchayati raj training : present & future. *Panchayat Aur In-an*, 5 (2) May-June 73, p. 12-13.

BUCCALO, JACK. Developing manufacturing management effectively. *Training and Development Journal*, 27(9) Sept 73, p. 12-21.

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DOUGLAS, JOHN and others. A Progression training approach to management by objectives. *Training and Development Journal*, 27(9) Sept. 73, p. 24-30.

FELDMAN, LIONEL D. and MCINNIS, PETER G. Continuing education and training programs for municipal administrators : a case study in selected provinces. *Canadian Public Administration*, 16(4) Winter 73, p. 613-26.

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PARKER, TREADWAY. Evaluation : the forgotten finale of training. *Personnel (USA)*, 50(6) Nov.-Dec. 73, p. 59-63.

SMIRNI, BEVERLY. Job mobility through clerical skills training. *Training and Development Journal*, 27(10) Oct. 73, p. 10-12.

TAIMNI, K. K. Cooperative training in India. *Eastern Economist*, 62(6) 8 Feb. 74, p. 211-15.

VON DER EMBSE, THOMAS J. Choosing a management development program: a decision model. *Personnel Journal* 52(10) 73, p. 907-12.

## TRANSPORTATION

HARRAL, CLELL G. and KOSHAL, RAJINDAR K. Comparative costs of rail and road in eastern India and the coordination of transport development. *Indian Journal of Economics*, 54(1) July 73, p. 115-29.

Highway transport is a latecomer to the Indian scene. This paper reports on the use of intermodal cost comparisons in predicting the allocation of traffic between railway and highway transport. The study constructs estimates of the costs of transporting basic freight traffic by highways and railways in eastern India, and examines the significance of the findings for planning, regulatory, and pricing policies in the Indian transport sector. The proper basis for a comparative analysis of the different transport modes is the additional or incremental costs of handling the expected traffic by each mode, as measured within the time horizon of the planners. The analysis suggests that the trucks enjoy a cost advantage over railways for the shorter trip distances and the railways have a healthy, competitive position *vis-a-vis* highway transport for longer distances for freight operations where service advantages do not play a major role. On the basis of costs alone, the railways can fulfil the principal transport function in India with highway transport being restricted to a secondary, feeder service role.

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## UGANDA—ECONOMIC POLICY

RYAN, SELWYN D. Economic nationalism and socialism in Uganda. *Journal of Commonwealth Political Studies*, 11(2) July 73, p. 140-58.

## UNEMPLOYMENT

SEN, AMARTYA. Dimensions of unemployment in India. *Mainstream*, 12(20) 12 Jan. 74, p. 7-10, *Discussions* by M. L.

Dantwala, M. Rajagopalan Nair and Sankar Ray. *Mainstream*, 12(4) 2 Feb. 74, p. 15-20. *Discussions* by G. Parathasarthy and G. Dasaradha Rama Rao. *Mainstream*, 12(28) 9 Mar. 74, p. 13-14+

## URBANISATION

JAIN, A. K. Problems of urbanisation in India. *Khadi Gramodyog*, 20(2) Nov. 73, p. 129-32.

KULKARNI, SUMATI. Urbanising role of some cities in Maharashtra. *Interdiscipline*, 10 (3) Autumn 73, p. 67-84.

## VALUE

SAU, RANJIT. On value, capital and capitalism. *Economic and Political Weekly*, 9(6-8) Feb. 74, p. 241-54.

## VALUE ANALYSIS

CHATTOPADHYAY, PARESNATH. Value management audit in public sector. *Eastern Economist*, 62(3) 18 Jan. 74, p. 9-9.

## VICE-PRESIDENTS

TUBBESING, CARL D. Vice-Presidential candidates and the home state advantage: or "Tom Who" was Tom Eagleton in Missouri. *Western Political Quarterly*, 26 (4) Dec. 73, p. 702-16.

## VILLAGE PANCHAYATS

AHMED, FAKHURUDDIN ALI. Panchayati raj institutions have an important role to play. *Panchayat Aur Insan*, 5(12) Mar. 74, p. 3.

Text of Welcome Address of the Minister of Agriculture, on the occasion of the Third meeting of the Consultative Council on Community Development and Panchayati Raj held on the 6th February 1974.

All India Panchayat Parishad Special National Sammelan, Bhubaneswar, 16th October, 1973. *Panchayat Aur Insan*, 5(7-8) Nov.-Dec. 73, p. 1-20.

*Contents*: Editorial; Panchayat raj institutions; real strength of our democracy—inaugural address, by Indira Gandhi; Real aim of Panchayati Raj: development of proper leadership—chief guest's address, by B. D. Jaiti;



Panchayati raj institutions : foundation of democracy; welcome address, by Radhanath Rath; Participation in planning should be ensured for PR bodies—Presidential address, by Lal Singh Tyagi; General Secretary's report; Shun parochial approach—Inaugural address at the Sammelan of All-Orissa Panchayat Parishad, by B. D. Jatti; Strengthening panchayati raj bodies for rural upliftment—Presidential address to the Orissa State Panchayat Parishad Sammelan, by Radhanath Rath; Resolution passed the Special National Sammelan.

DARDA, R.S. Panchayat samitis in Rajasthan : a study in supervision and control. *Journal of the Society for Study of State Governments*, 6(4) Oct.-Dec. 73, p-240-8.

Rajasthan is the first state to inaugurate Panchayati Raj in 1959. The composition and organisation, powers and functions, control and supervision etc. of the Panchayati Raj units are governed by two acts, the Rajasthan Village Panchayats Act, 1953 and the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959. This paper seeks to examine the system of control and supervision in vogue at the Panchayat Samiti level, the intermediate tier of the Panchayati Raj system. In relation to the Panchayat Samitis the State Government is the chief controlling authority and the control is exercised through various means. The Zila Parishad which is at the apex in the three tier scheme of Panchayati Raj is given the responsibilities of coordination and supervision of the activities of the junior institutions at the lower levels. The Panchayat Samiti is the main planning and controlling body in its circle and the panchayats execute their plans within this framework. There is a wide area of duplication in the functions of the Panchayat Samiti and village panchayats. Unfortunately panchayats are not much attentive towards the developmental functions. The important powers in the hands of Panchayat Samiti in respect of panchayats are analysed.

DASGUPTA, H.R. Panchayati raj in Assam. *Kurukshetra*, 22(9) 1 Feb. 74, p.10; Panchayat Aur Insan, 5(12) Mar. 74, p. 21.

The salient features of the Assam Panchayati Raj Act, 1972 are pointed out. The two tiers set up and functions envisaged in the Act may be of far-reaching consequences in shaping the future structure of district administration and the

method of decentralisation of executive powers to the village level.

DEB, AJIT K. The W.B. Panchayat Bill, 1973 : an appraisal. *Kurukshetra*, 22(8) 16 Jan. 74, p. 12-13.

The salient features and shortcomings of the West Bengal Panchayat Bill, 1973, are discussed. It is concluded that the new Panchayat Bill is based on realism. Scrapping of Gramsabha will not affect the working of Gram Panchayat. Functions of panchayat bodies are not to be limited to only development. They are to be units of self-government. Transfer of power to panchayat bodies is not sufficient; their performance is to be viewed and necessary resources be made available. Gradual transfer of developmental functions to the panchayati raj tiers is preferred.

AYER, HARIPAD R. SUBRAMONIA. Should officials become members of PR bodies? *Kurukshetra*, 22(10) 16 Feb. 74, p. 10-11.

The pattern of membership of officers with the panchayat samiti and zila parishad varies from state to state. The village panchayat is free from such membership. The article considers various views for and against the posed question and concludes that officials should not become members at any level. The PR bodies are units of self-government at the village, block and district levels. The powers and responsibility for both the formulation and implementation of rural development and welfare programmes should be entrusted to the elected representatives of the three tiers of PR. They are required to provide technical, administrative, financial and legal advice and guidance to non-officials when they are called for.

JAIN, S.P. Panchayati raj : an appraisal. *Khadi Gramodyog*, 20(2) Nov. 73, p. 119-25.

Panchayati raj was introduced in order to facilitate the work of rural development through a body which is locally represented and constituted on democratic lines. The degree of its impact in rural areas, however, remains a matter of controversy. The leadership at the village level has not emerged with the same speed and spirit as these bodies have grown. It is alleged that the illiterate, selfish, traditional and status-conscious persons have been dominating these bodies. Secondly is the problem of disunity and lack of enthusiasm and

initiative among the villagers. The attitude of state government, also, have remained somewhat passive. But an objective assessment would show that some complaints are mistaken, some are based on ignorance and wrong informations. A general appraisal would indicate that the system has not proved to be a valuable aid to the economic, social and political development of the village, though, with the network of a co-ordinated three-tier system, it has helped the tradition-bound village community to overcome resistance to change and thus made its own impact on people's attitude towards local development and local administration. Its contribution in creating leadership, democratisation of the rural masses, economic development, uplift of the weaker sections, however, can not be ignored.

The author feels that the participation of political parties at the panchayat level should be encouraged. The villagers then would be inclined to think more in terms of economic development than on petty issues once the political parties start operating and propagate their election manifesto based on socio-economic problems.

**MURTHY, B. S.** Panchayati raj : a panacea to socio-economic and political ills of India. Panchayat Aur Insan. 5 (2) May-June 73, p. 21.

**Shri B. S. Murthy, M.P.** Deputy Leader of Congress Party in Parliament, in his speech in the Lok Sabha on 18th April 1973, draws the attention of the Parliament to a forgotten subject—Panchayati Raj and Community Development. He recalls that there was a time when the whole country banked upon Panchayati Raj institutions to provide inspiration for the country's gigantic development effort. He makes a mention of the success of the Sixth National Sammelan of All India Panchayat and appeals to the Government to take steps to revitalise the Panchayati Raj movement in the interest of healthy growth of democracy at the grass-roots. —*Reproduced.*

**RAMASWAMY, A.S.** Status of panchayati raj in Tamil Nadu. Panchayat Aur Insan, 5 (2) May-June 73, p. 5-6.

The author discusses the structure, functioning and powers of the three-tier Panchayati Raj system as developed by the Act of 1958 and the amendments there on. The system demands that the Panchayati Raj must help the Community Development Programme by generating the much needed community efforts, and the Com-

munity Development Programme must aid the Panchayati Raj in developing grass-roots of democracy. The village panchayat or Town Panchayat is the basic units of the system with developmental and municipal functions. The second tier is the Panchayat Union Council and is responsible for execution of all schemes under community development programme. The third tier is District Development Council with advisory functions. The Village Panchayats and Panchayat Union Councils are endowed with powers to raise their own resources, but the District Development Councils have no source of income. It is found that not all panchayat levy and even the compulsory taxes are collected with any degree of efficiency. Elected leaders and officials do not act as co-partners. The political leaders try to act as administrators and administrators as political leaders. In this conflict, the first casualty is the effective functioning of the Panchayati Raj bodies. Though the Panchayati Raj system has come to stay in Tamil Nadu, only the form of Panchayat is sustained, the spirit is lost with the result there is neither community effort nor grass-root democracy. The intention of covering the CD programme through the institutions of PR has not fructified. The author feels that through a constitutional amendment real powers and resources should be transferred to the PR set up so that they can plan and implement realistic programme for agro-industrial development. The middle tier should be done away with and its functions and powers should be transferred to basic panchayat bodies. The size of the development district should also be reduced to cover only about 200 panchayats.

**RAO, L. S. MADHAVA.** P. R. coordination and standing committees. Kurukshetra. 22 (9) 1 Feb. 74, p. 12. Panchayat Aur Insan, 5 (12) Mar. 74, p. 15.

Some imperfections are noticed in the system of standing committees provided for by the Andhra Pradesh Panchayat Samitis and Zila Parishad Act, 1959, which, the author feels, will greatly tell on the efficiency of civil servants whose ingenuity is to be taxed to absorb the deficiencies.

**SHARMA, SUDESH KUMAR.** Reinvigorating panchayati raj for Fifth Five Year Plan. Panchayat Aur Insan, 5 (2) May-June 73, p. 9-11.

The Planning Commission's "Approach to the Fifth Plan" has embodied many rural based schemes, where success may be doubted if there is no proper involvement of Panchayati Raj bodies. The article points out the shortcomings of the Panchayati Raj institutions to cope up with the development tasks. There is a need to simplify and streamline the Panchayati Raj structure, for better involvement and participation of the people at all levels. The delegation of powers should be maximum. Elections should be held regularly. The impact of state departments and directorates responsible for the guidance, direction, supervision and control of panchayats, has not been healthy and substantial. A probe into various kinds of controls that are exercised is necessary. Panchayats must have independent source of income, raise funds by improving fresh taxes and by building up remunerative assets. A Panchayat Raj Finance Corporation may be created. To meet inadequacy of staff assistance, a career service for administrative and technical personnel exclusively for rural government may be created.

#### VILLAGE PANCHAYATS—FINANCE

**HARICHANDRAN, C.** Need for a panchayati raj finance commission. *Kurukshetra*, 22(10) 16 Feb. 74, p. 13.

The integration of Panchayati Raj finance with state and central finances is the prerequisite for accelerated growth with social justice. There is no application of universal norms with regard to rural taxation and grants-in-aid. Better financial relations between the state government and the Panchayati Raj and among the three tiers are required. A separate body, namely, Panchayati Raj Finance Commission is needed.

**NAKKIRAN, S.** Bank finance for the village panchayats. *Kurukshetra*, 22(9) 1 Feb. 74, p. 13.

Village panchayats are not able to provide the basic amenities due to lack of resources. The banks can either lend the panchayats, or credit can be routed through the panchayat unions against certain precautions.

**SUBRAHMANAYAM, KOMPPELLA SIVA.** Financing panchayati raj in Andhra Pradesh. *Journal of Administration Overseas*, 12(4) Oct. 73, p. 199-210.

The author provides a broad picture of the resources available to panchayati raj bodies by way of taxation, non-tax receipts and fees, and transfer from state government. A number of Gram Panchayats do raise well over 50 per cent of the total revenue, but overall the financial position of these bodies is not sound. They have failed to mobilise their resources fully. Dependence on State and Union government grants has undermined their autonomy. Their is urgent need to mobilise fully the resources available to them and to seek new resources as well; and for the State government to provide greater material and moral support, so as to bring the realities of development to rural India.

#### VILLAGE PANCHAYATS—PERSONNEL

**MUTTALIB, M. A.** The Milieu of rural bureaucracy. *Journal of the Society for Study of State Governments*, 6(4) Oct. Dec. 73, p. 199-209.

Both the categories of professional and technical staff employed by panchayati raj are under dual control of State Government and panchayati raj. Though there is a lot of controversy over the role of State Government in furnishing the services of senior officers, it is a fact that local bodies need them for responsible positions. Maharashtra and Andhra Pradesh represent two separate patterns of staffing these bodies. Detailed comparative analysis of both these patterns is presented. After the advent of panchayati raj, the job-task hierarchy embodying such concepts as unity of command, superior subordinate relations, supervision and limited span of control will have to be either reinterpreted or modified. The officers drawn from the State cadres fall in two broad categories: the generalists and specialists. The generalist administrators enjoy higher prestige and status in comparison with the subject specialists.

#### VITAL STATISTICS

**KLEIN, IRA.** Death in India, 1871-1921. *Journal of Asian Studies*, 32(4) Aug. 73, p. 639-59.

**NAIR, P. R. GOPINATHAN.** Decline in birth rate in Kerala: a hypothesis about the inter-relationship between demographic variables, health services and education. *Economic and Political Weekly*, 9(6-8) Feb. 74, p. 323-36.

## VOTING

COWART, ANDREW T. Electoral choice in the American states: incumbency effects, partisan forces, and divergent partisan majorities. *American Political Science Review*, 67(3) Sept. 73, p. 835-53.

GILSDORF, ROBERT R. Cognitive and motivational sources of voter susceptibility to influence. *Canadian Journal of Political Science*, 6(4) Dec. 73, p. 624-38.

KATZ, RICHARD S. The Attribution of variance in electoral returns: an alternative measurement technique. *American Political Science Review* 67(3) Sept. 73, p. 817-28.—*Comment*: On the measurement of electoral dynamics, by Donald E. Stokes. *American Political Science Review*, Sept. 1973, p. 829-31.—*Rejoinder to 'comment'* by Donald E. Stokes—Richard S. Katz, *American Political Science Review*, Sept. 1973, p. 832-4.

WELCH, SUSAN and CARLSON, ERIC H. The Impact of party on voting behaviour in a nonpartisan legislature. *American Political Science Review*, 67(3) Sept. 73, p. 854-67.

ZECKHAUSER, RICHARD. Voting systems, honest preferences and Pareto optimality. *American Political Science Review*, 67(3) Sept. 73, p. 934-46.

## WAGES

MATHUR, D.C. Wage boards in India. *Eastern Economist*, 62(2) 11 Jan. 74, p. 56-8.

Wage boards are appointed by the Central Government. They circulate the questionnaire to the management, workers and state governments and draw conclusions on the basis of their replies. A study of various the wage boards indicate that they take a long time in submitting their reports, and their recommendations have followed more or less similar pattern. Their decisions hardly satisfy any party. A time limit is necessary. Wage boards should consider the question of wage structure thoroughly, employees and employers should cooperate

with them and their decisions be made statutory not open to question in any court of law. Appointment of political persons as chairman and members should be avoided and coordination between various wage boards is necessary.

MEHER, M.R. Evolving a wages and incomes policy in the fifth plan. *Capital*, 172(4299) 7 Feb. 74, p. 166.

NANEKAR, K.R. Fifth plan and wage policy. *Mainstream*, 12(25) 16 Feb. 74, p. 15-17.

PHILLIPS, ADEDOTUN O. Wage-price policies in Nigeria. *Quarterly Journal of Administration*, 7(3) Apr. 73, p. 271-90.

## WATER SUPPLY, RURAL

BISHNOI, O.P. Maintenance of rural water supply schemes. *Civic Affairs*, 21(7) Feb. 74, p. 59-67.

## WATER UTILIZATION

GOPALAKRISHNAN, CHENNAT. The Economics of water transfer. *American Journal of Economics and Sociology*, 32(4) Oct. 73, p. 395-403.

## WATERWORKS—INSPECTION

TYAGI, PARITOSH C. Inspections of waterworks. *Civic Affairs*, 21(7) Feb. 74, p. 69-73+.

## WITNESSES

GOVIND, VIJAI. The Role of witnesses in the ancient and the modern Indian judicial system. *Journal of the Indian Law Institute*, 15(4) Oct.-Dec. 73, p. 646-56.

## WOMEN

KENNEDY, BETH C. On being a woman—Indian and American: a comparative study. *Asian Survey*, 13(9) Sept. 73, p. 833-52.

SARADAMONI, K. The Working woman's cross. *Mainstream*, 12(22 & 23) Redublic Day 74, p. 51-3.

## WOMEN AS EXECUTIVES

FRETZ, C.F. and HAYMAN, JOANNE.  
Progress for women—men are still more  
equal. Harvard Business Review, 51(5)  
Sept.-Oct. 73, p. 133-42.

## WOMEN AS POLITICAL SCIENTISTS

FINIFTER, ADA W. The Professional

status of women political scientists: some  
current data. P.S. 6(4) Fall 73, p. 406-19.

## WORK MEASUREMENT

KUJAWA, EUGENE N. Determining  
clerical production standards. Integrated  
Management, (94) Feb. 74, p. 42-5.

## DIGEST OF PUBLIC DOCUMENTS

India. Labour Bureau. *Wage Fixation in Industry and Agriculture in India*. Delhi, Controller of Publications, 1974, 106p.

This report of the Labour Bureau drafted by Sarva/Shri R.N. Pandey and Mahesh Chandra under the guidance of Sarva/Shri A.S. Bhardwaj and J.N. Sharma presents an objective view on regulation of wages, principles and machinery of wage fixation.

### Summary

A well conceived policy aims at securing continued improvement in workers' living standards, reasonable returns for the employers and the economic and social objectives of the community. These are inter-dependent considerations and have to be woven into a single thread to form a consistent wage policy. In India, the evolution of positive wage policy came in the wake of Independence. Since then concerted efforts are being made to take the country on the road to rapid economic development along planned lines. India is now implementing a policy not only of scientific management and rationalisation of industries, but also of systematising and rationalising the wage structure. In this matter, the Industrial Truce Resolution of 1947 laid down the foundation of a broad-based economy which was to be built on sound and stable footing. The Fair Wages Committee, 1949, stated that no wage policy can be regarded as just or even economically sound unless it encourages increase of national income and secure to the wage earner a legitimate share in that increase and recommended that the actual wage should be between the lower limit of a minimum wage and the upper limit of the capacity of the industry to pay, depending upon productivity of labour, the prevailing rates of wages, the level of national income and its distribution and place of the industry in the economy of the country. Article 43 of the Indian Constitution lays down as one of the Directive Principles of State Policy that the State "shall endeavour to secure to all workers a living Wage". The acceptance of a Socialist Pattern of Society as the object of State Policy gave further filip to the cause of fair wages. In the First Five Year Plan, it was conceded that wage increases were

justified in case where it was intended to remove anomalies and to restore pre-war level of real wages as a first step towards the living wage. It was also suggested that permanent Wage Boards with a tripartite composition should be set up in each State and at the Centre to deal comprehensively with all aspects of the question of wages. In the Second Five Year Plan, it was stated that a wage policy which aims at a structure with rising real wages requires to be evolved. The Plan urged the undertaking of a Wage Census as also the setting up of tripartite Wage Boards for individual industries in different areas. In the Third Plan, it has been suggested that action should be taken to carry out the wage policies enunciated in the First and Second Five Year Plans. The labour relations continued to be regulated by the protective legislative measures introduced in earlier plan periods and the tripartite arrangements during the Fourth Plan. The enactment of the Payment of Bonus Act, 1965 was an important development during the Fourth Plan period.

Apart from the setting up of Wage Boards at the national level for certain major industries, the Government had framed as early as in 1948 the Minimum Wages Act to meet the special needs of unorganised workers in widely scattered smaller industries where there is a likelihood of the greatest exploitation. The Government have also appointed a Bonus Commission to go into the question of bonus and evolve norms for its payment. The Commission submitted its recommendations which have been generally accepted by the Government with slight modifications. The question of bonus also came up for discussion in the 27th session of the Indian Labour Conference, held in October, 1971. It was felt that the entire scheme of bonus should be reviewed by a Committee. Accordingly, a Bonus Review Committee was set up by the Government in April, 1972.

The Committee has since submitted two separate interim reports—one portraying the views of the employees and other of the employers. The common point in the two

interim reports is that profit making industry should pay a minimum bonus of 8.33 per cent. Both the representatives of workers and public sector undertakings have also recommended that the public sector undertakings paying bonus in the shape of *ex-gratia* payments should be brought under the Bonus Act. They have also maintained that no part of bonus should be linked to production or productivity as it would be impracticable to do so and lead to conflict and dispute.

The above two separate reports were considered by the Government of India and it finally decided to promulgate an ordinance to amend the Bonus Act, whereby to provide for the payment of 8.33 per cent, bonus to workers in all industrial establishments—losing or profit making, with effect from the accounting year 1971-72.

Wage-fixation in India may be broadly classified under two heads, namely, (i) wages fixed by awards of adjudicators and tribunals, recommendations of wage Boards appointed by the Central Government and a few State Government and collective agreements between employees and employers or by individual actions of employers; and (ii) wages fixed under the Minimum Wages Act, 1948, for the scheduled employments. Unlike most of the foreign countries, wage determination in India is mostly done by State Action and compulsory arbitration, while collective agreements play an important part in matters of wage determination in foreign countries.

While living wage is generally the most accepted basis for the fixation of wages of the unskilled or the lowest grade of workers in foreign countries and above that the so-called secondary wage has been fixed by reference to the fair wages criterion (subject to detailed revisions if the ability of the industry to pay is seriously questioned), only the minimum wage satisfying the minimum needs of workers that will preserve their efficiency is generally prescribed in most of the Asian and Latin American countries. The practice of paying a separate dearness allowance in addition to the minimum basic wage is peculiar to India only.

As regards factors considered for fixing the minimum wage, there is not much difference between the foreign countries and India. The main factors considered are the minimum needs of the workers, size and composition of the workers' family and number of earners, cost of living and capacity of the industry to pay although it

has been held by the various Tribunals and Courts in this country that no industry has a right to exist unless it is able to pay its workmen at least a bare minimum wage. In India, the principles enunciated by the Fair Wages Committee, 1949, have generally been followed in several awards. The Labour Appellate Tribunal has also played a prominent role in framing certain principles which have been accepted by the various Adjudicators and Tribunals in giving their awards. The norms prescribed by the Indian Labour Conference, 1957, for the fixation of minimum wages are meant to serve as a guide for all the wage fixing Authorities including Minimum Wages Committees, Wage Boards, etc.

The setting up of Wage Boards as a machinery for the fixing of minimum wages is in vogue in Australia, Norway, United Kingdom, Canada, etc. The Planning Commission had suggested the formation of Wage Boards for individual industries in this country as a more effective machinery for the settlement of wage disputes. The Commission also recommended that the Wage Boards should be tripartite in character. This principle has been accepted by the Government of India and the Government have so far set up Wage Boards for 22 industries. Similar Wage Boards are to be set up for more industries in due course. The method of settlement of wages by wage Boards an extension of the principles of voluntarily settlement, collective bargaining and mediation now represents the most advanced stage in the evolution of the machinery for wage determination. It may, however, be stated that much earlier than the establishment of Wage Boards by the Central Government—such Boards were appointed in the States of Bombay and Madhya Pradesh under the Bombay Industrial Relations Act, 1946 and the Central Provinces and Berar Industrial Disputes Settlement Act, 1947 respectively.

Certain broad principles for the regulation of wages have now emerged as a result of the labours of various Commissions, Committees appointed by the Central and State Governments and the awards given by the various Adjudicators and Tribunals from time to time. However, they do not still form an adequate basis for a uniform policy in determining wage rates and affecting wage adjustments. It was, therefore, suggested in the First Five Year Plan that a tripartite machinery should evolve in as precise terms as practicable the norms and standards which could guide Wage Boards or Tribunals in settling questions relating to wages. The Indian Labour Conference, 1957, accordingly



prescribed the norms for the fixation of minimum wages but there are certain handicaps in the matter of implementing the norms.

Wages are fixed and regulated in India by the Industrial Tribunals under the Industrial Disputes Act, 1947. But this involves prolonged process of adjudication and the spirit of litigation is gradually engendered among the employers and workers of the different industries. The regulation of wage Boards is an integral part of the new labour policy of the Government of India which lays emphasis on the settlement of disputes and differences by mutual negotiations, mediation and voluntary arbitration failing which recourse to adjudication is recommended only as a last resort. A tripartite Wage Board is likely to make more balanced decisions on matters of wage fixation and regulation than an industrial tribunal. The Wage Board's recommendations are in the nature of agreed decisions of the representatives of employers and workers reached with the help of an economist and jurist on the board. The usefulness of the wage board has also been appreciated by the National

Commission on Labour which have reviewed the functioning of the Central Wage Boards. In the opinion of the Commission wage boards have attempted the fixation of wages within the broad framework of the Government's economic and social policy. The Commission has made certain suggestions to improve the functioning of the wage boards as also to reduce the time-lag in the submission of the report by the wage boards. These recommendations were considered by the Standing Labour Committee in its 29th Session held in New Delhi in July, 1970. The recommendations made by the National Commission on Labour were generally endorsed by the Committee. The Committee further suggested that the wage boards may, in future, be set up on selective basis for industries of homogeneous nature such as Cement, Sugar, Textiles etc., only if there is a demand from employers and workers and there is any agreement between the parties to abide by the recommendations of the wage boards. In cases where Central Wage Boards are not feasible the Committee favoured the setting up of wage boards at State and Zonal levels. The government has yet to take final decisions on the conclusion of the Committee.

India. Ministry of Education and Social Welfare. *Report of the Reviewing Committee of Regional Engineering Colleges*, New Delhi, February, 1974. vi, 161p.

The Ministry of Education appointed the Reviewing Committee of Regional Engineering Colleges, vide their letter No. F.19-33/71-T.4 dated 17th January 1972.

*Composition*

1. Dr. Jai Krishna	<i>Chairman</i>
2. Prof. P. J. Madan	<i>Member</i>
3. Prof. N. C. Saha	"
4. Prof. R. G. Narayanamurti	"
5. Prof. D. Y. Phadke	"
6. Prof. Moonis Raza	"
7. Shri O. P. Mohla	"
8. Shri K. B. Sivaramakrishnan	"
9. Prof. E. C. Subbarao	"
10. Dr. M. G. Krishna	"
11. Shri D. V. Narasimhem	<i>Member-Secretary</i>

*Terms of Reference*

- (a) To visit the Regional Engineering Colleges and report on their present stage of establishment and development including courses of study and standard faculty, admissions and other instructional facilities.
- (b) To report on the present organisational and administrative structures of the Regional Engineering Colleges *vis-a-vis* the aims and objects for which the colleges have been established.
- (c) To recommend the future set-up of the colleges, including pattern of financing from Central and State resources to ensure their functioning as all-India institutions of high quality and standard.
- (d) To report on the practicability and desirability of affiliating or associating

the Regional Engineering Colleges in a suitable manner, with their respective Institutions of Technology for all academic purposes, including exchange of faculty, common courses, etc.

#### *Summary of Recommendations*

1. On account of the background, intentions and later developments, the Regional Engineering Colleges should appropriately be renamed as Central Engineering Colleges.
2. We would recommend the closure or postponement of admissions to post-graduate courses where the wastage is higher than 70 per cent of the intake in the corresponding year or where the admission is less than 30 per cent of the sanctioned intake for some years in succession.
3. To achieve the objective of national integration and improve the quality of admissions to the colleges from other states, we suggest—
  - (a) full rail concessional fares by third class be provided once in a year to students from other states whose homes are more than 500 kms. from the colleges—the fare for the first 500 kms. will be borne by students,
  - (b) the existing number of scholarships (merit-cum-means) available in each college should be divided equally between the students from within the state and those from other states, and
  - (c) colleges should provide opportunities for students from other states to imbibe something of the language and culture of the state.
4. Admissions to all the Central Engineering Colleges should be made through an entrance examination for both the state quota of seats and the quota of seats for other states according to accepted pattern and choice of candidates.
5. There should be properly constituted selection committees for all categories of posts and healthy conventions should be established and maintained in the matter of appointing experts. Posts should be advertised on an all-India basis and selections arranged with enough notice to candidates and experts. Travel expenses for persons called for interview should be paid as in the case of Institutes of Technology.
6. The emoluments, service conditions and benefits for teachers of Central Engineering Colleges should be the same as for corresponding staff of the Institutes of Technology.
7. There should be a thoroughly prepared approach on the part of the institutions in establishing post-graduate courses.
8. The teaching loads for the staff of the Central Engineering Colleges should be in accordance with the recommendations of the All-India Council for Technical Education.
9. In the recruitment of teaching staff, sufficient care and emphasis should be laid on the professional experience competence of the candidates.
10. The present practice of all teaching posts being filled by advertisements and open selection on a competitive basis is a very healthy practice and should continue.
11. The posts of Associate Lecturers should all be converted without further delay into those of Lecturers and further recruitment should take place only at the level of Lecturers.
12. The organisation and programmes of Central Engineering Colleges should be linked up with other engineering colleges in the states.
13. For best results out of the investments made, the Central Engineering College should be fully autonomous in academic matters.
14. There should be a Council of the Central Engineering Colleges with overall powers for both academic and administrative purposes.
15. The Council of the Central Engineering Colleges should be established by an Act of Parliament with powers to confer degrees and disburse grants. It should have the constitution, functions and organisation indicated.
16. The individual colleges should have autonomous Boards of Governors with the suggested composition and should be set up by the Central Council.

17. Each college should have a College Academic Committee and Departmental Boards of Studies with the composition indicated for each.
18. Senior Teaching staff positions in the Science and Mathematics Departments should, in future, be filled, as far as possible, by persons initially recruited in engineering institutions and who have applied themselves to the specific needs of engineering studies and established their further work and achievement in this direction.
19. There is no justification in Science and Mathematics Departments running 2-year M.Sc. courses after B.Sc.
20. Teaching plans at the under-graduate level should be worked out through joint committees of Science and Engineering Departments.
21. In Central Engineering Colleges, the interface of social sciences with technology should be developed by organising indepth programmes in selected areas, each college concentrating in a suitable area, having regard to the regional needs.
22. The core faculty in Humanities and Social Sciences should consist of experts in communication skills and those in the selected area of specialisation. The rest of the programmes may be handled by part-time teachers.
23. The Central Academic Board of the Council should take steps to get reading material in specialised areas of social sciences relevant to Indian conditions.
24. Interested and competent staff members of the colleges should avail themselves of opportunities for research grants provided by various establishments.
25. The Central Engineering Colleges should follow the guidelines indicated for the establishment of post-graduate courses.
26. There should be a provision of Rs. 20 lakhs annually for all the colleges to support individual research projects on merits if they cannot get support from other agencies.
27. The colleges should undertake consultancy work and build a research fund. The Central authority may make matching grants to the research funds of the Central Engineering Colleges.
28. Links should be established between the Institute of Technology, the Central Engineering Colleges and State Technical Institutions in a region for the best use of facilities, transfer of experience, conduct of valuable short courses with joint expertise and utilisation of library facilities.
29. Additional provision of funds for staff exchange programmes should be made, if necessary, and this may be included in an expanded quality improvement programme.
30. Industrial liaison. Student Welfare and Discipline should be brought under a new Department—Department of Industrial Liaison and Student Welfare with a senior Professor in-charge.
31. If rotation of headship is to be introduced, it should be confined to staff having over 15 years of total professional standing.
32. A new procedure for confidential reports on teaching staff may be evolved which should include confidential feed-back from the students on the teaching ability of the individual teachers.
33. Salary scales, allowances, service conditions and benefits for teaching and non-teaching staff should be identical with those fixed for corresponding posts in the case of the Institutes of Technology.
34. Financing of the colleges from two sources is not very satisfactory and future financial responsibility for the colleges should be entirely from the Central source. If necessary, adjustments should be made for the recommendations made by the Finance Commission regarding devolution of resources to States in respect of Central Engineering Colleges.
35. Colleges which completed their equipment programme for undergraduate courses and which have more than 10 years standing, should be provided Rs. 5 lakhs and those between 5-10 years standing, Rs. 2 lakhs for replacement of equipment.
36. Colleges which could not complete the equipment programme should be

compensated for rise in prices in the manner indicated.

and the rents realised should be credited to the income of the colleges.

37. Each Central Engineering College should have facilities indicated. Such of those facilities for which financial provision is not made in the initial scheme should now be provided with funds.

38. Outstanding amounts of loans paid for the construction of hostels and staff quarters should be treated as grants

39. Approximately an amount of Rs. 18.5 crores will be needed during the 5th Plan period for completion of the original scheme, implementing the recommendations made in this report and further development. Of this, the cost of implementing the recommendations made in this report is Rs. 6. crores.

*Editor*

**T. N. CHATURVEDI**

*Asstt. Editor*

**MOHINDER SINGH**

# **DOCUMENTATION**

**IN**

# **PUBLIC ADMINISTRATION**

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*Compiled by:*

R. N. SHARMA

K. P. PHATAK

# DOCUMENTATION IN PUBLIC ADMINISTRATION

## ABILITY TESTS

GHISELLI, EDWIN E. The Validity of aptitude tests in personnel selection. *Personnel Psychology*, 26(4) Winter 73, p. 461-77.

Development (29-30) Summer 73, p. 1-12.

YADAV, D.P. New trends in adult education. *Kurukshetra*, 22(14) 16 Apr. 74, p. 4-6.

## ACCOUNTING

✓ RAO, L.S. MADHAVA. The Accounts officer in Andhra zila parishad. *Kurukshetra*, 22(16) 16 May 74, p. 7-8.

Duties and responsibilities of the Accounts Officer are explained, and suggestions for strengthening the accounts wing of the panchayati raj administration are made.

## AGRICULTURAL CREDIT, COOPERATIVE

SHAH, VIMAL. Cooperative credit in a block in Gujarat State. *Khadi Gramodyog*, 20(5) Feb. 74, p. 260-71.

## AGRICULTURAL MARKETING

BHALLA, G.S. and SINGH, UDHAM. Public distribution and new wheat policy. *Mainstream*, 12 (40-41) 8 June 74, p. 13-16.

BHATIA, B.M. Private trade in wheat; towards a durable food policy. *Statesman*, 22 Apr. 74, p. 4.

BHATT, M.L. Past experience and present strategy; trading in wheat. *Economic Times*, 12 May 74, p. 5.

## ACTIONS, THEORY OF

NOWAKOWSKA, MARIA. A Formal theory of actions. *Behavioral Science*, 18(6) Nov. 73, p. 393-416.

## ADMINISTRATIVE OFFICERS

NOYLE, A.R. The Role of senior administrators in developing countries — a systems approach. *Public Administration (Australia)*, 32(4) Dec. 73, p. 383-91.

DANTWALA, M.L. Food policy: repentance carried too far. *Commerce*, 20 Apr. 74, p. 547.

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GARG, K.C. A Critical appraisal of new policy; why wheat has disappeared. *Economic Times*, 14 June 74, p. 5.

STEVENS, CHRIS. Administrative developments in Ghana: some effects of post-independence broadening of international contacts. *Journal of Administration Overseas*, 12(3) July 73, p. 206-14.

—A Levy on producers vital: wheat procurement. *Economic Times*, 7 May 74, p. 5.

## ADULT EDUCATION

JACKSON, KEITH. The Marginality of community development: implications for adult education. *International Review of Community Development*, (29-30) Summer 73, p. 21-42.

JHA, PREM SHANKAR. Will levy on traders work? no alternative to new policy. *Times of India*, 13 May 74, p. 4.

MINHAS, G.S. Food procurement—why govt. failed in its task. *Economic Times*, 27 Apr. 74, p. 5; 29 Apr. 74, p. 5.

LOVETT, TOM. Adult education and community development: a network approach. *International Review of Community*

The incompetence of the official machinery to undertake procurement and the unremunerative price policy are the two major causes for the government's failure



to achieve procurement targets last year. The official machinery has no close contacts with the farmers. At the village level the village panchayat is the most suitable body as a procurement agency. For procurement direct and indirect methods are suggested. As the farmers are becoming more and more price-conscious, the marketed surplus has a direct relationship with the procurement price.

NAKKIRAM, S. Wholesale grain trade take over by government. *Modern Review*, 134(805) Jan. 74, p. 66-9.

NAYAR, KULDIP. Keeping foodgrain prices down. *Statesman*, 29 May 74, p. 4.

NEW wheat policy: food or hunger? *States*, 5(14) 11 May 74, p. 8-16.

*Contents:* New wheat policy: food or hunger? by B.S. Minhas; Basis for durable food policy, by Fakhruddin Ali Ahmed; Back at square one, by Bhair Mahavir; Policy of retreat, by Z.A. Ahmed.

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SINGH, PRITAM. Agricultural marketing; dismal show by co-ops—a case study in Punjab. *Economic Times*, 7 June 74, p. 5.

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## AGRICULTURE

ACHARYA, S.K. Agriculture in Meghalaya, Mizoram and Mikir and North Kachar Hills. *Artha Vijnana*, 16(1) Mar. 74, p. 50-76.

CRAWFORD, JOHN. Agriculture in the fifth plan. (Fourth Coromandel Lecture, 1974). *Eastern Economist*, 62(14) 5 Apr. 74, p. 695-703.

LAL, M.B. U.P. farming strategy: retreat from the green revolution. *Statesman*, 15 Apr. 74, p. 6.

MUTATKAR, L.K. Green revolution: a fiasco in Maharashtra. *Economic Times*, 23 Apr. 74, p. 5.

SINGH, RAMINDAR and WILSON, FRANK A. Evaluation of agricultural development; an alternative approach. *Economic and Political Weekly*, 9(16) 20 Apr. 74, p. 641-8.

THAPAR, ASHOK. Where next in agriculture? *Times of India*, 7 June 74, p. 4; 8 June 74, p. 4.

## AGRICULTURE—ADMINISTRATION

GAIKWAD, V.R. (Indian Institute of Management, Ahmedabad). Training and research needs for agricultural management. *Indian Journal of Public Administration*, 20(1) Jan.-Mar. 74, p. 56-72.

Due to rapid expansion of government activities and also due to lack of foresight, the administrative machinery is ill-equipped to plan, formulate, and implement development programmes and activities, and to take right decision at the right time. The author highlights the rapid expansion of government activities in the agricultural sector and discusses the areas and nature of management tasks in the light of expansion of activities. A framework for training courses in agricultural management is developed and broad areas of research which would provide a base for developing the training programmes are identified.

## AGRICULTURE AND TECHNOLOGY

SINGH, H. P. Problems of rice and promise of new technology. *Mainstream*, 12(37) 11 May 74, p. 13-17.

TEWARI, S. C. and SHARMA, R. K. Modern technology in Kangra farms. *Eastern Economist*, 62(18) 3 May 74, p. 890-93.

## AIRLINES

BALASINGAM, N. Airlines in India. *Integrated Management*, Mar. 74, p. 5-8.

PARAKH, J. S. The Performance of I.A., *Economic Times*, 9 Apr. 74, p. 5.

## ARBITRATION, INDUSTRIAL

GLASSER, JOSEPH. An Analysis of the arbitration procedure. *Personnel Journal*, 52(11) Nov. 73, p. 970-6.

## ATOMIC POWER

GOSLING, DAVID. Plutonium technology. *Statesman*, 16 June 74, p. 4; 17 June 74, p. 4.

RAY, S. K. Atomic power and economic development. *Socialist India*, 9(3) 15 June 74, p. 15+

### AUTHORITY

NICHOLSON, JAN. Procedures and perceptions of authority: the gold rush camps of Australia, Canada and the United States. *Public Administration (Australia)*, 32(4) Dec. 73, p. 392-403.

### BANKS

DAS, TUSHAR K. Organisational change in commercial banks. *Lok Udyog*, 7(12) Mar. 74, p. 5-12.

HAIG, B. D. The Treatment of banks in the social accounts. *Economic Record*, 49(128) Dec. 73, p. 624-8.

PENDSE, SHRIPAD G. Behavioural pattern of banks. *Economic Times*, 10 June 74, p. 5.

SHARMA, INDRADEO. A Study in contrast: banking in Bihar. *Economic Times*, 24 June 74, p. 5.

SRIVASTAVA, R. M. Have the nationalised banks succeeded? *Eastern Economist*, 62(16) 19 Apr. 74, p. 796-8.

### BHUTAN—ECONOMIC CONDITIONS

CHAKRAVARTI, PRITHVIS. Bhutan today. *Hindustan Times*, 21 June 74, p. 5; 25 June 74, p. 5; 26 June 74, p. 5.

### BHUTAN—POLITICS

DATTA-RAY, SUNANDA K. The Dragon kingdom. *Statesman*, 13 May 74, p. 4; 14 May 74, p. 4; 18 May 74, p. 4.

### BIHAR—POLITICS

JAGANNATHAN, N. S. Focus on Bihar. *Hindustan Times*, 29 May 74, p. 5; 30 May 74, p. 5; 31 May 74, p. 5.

### BIRTH CONTROL

D'MONTE, DARRYL. Family planning service; case for an integrated approach. *Times of India*, 30 May 74, p. 4.

HAWKINS, E. K. A Family view of population questions. *Finance and Development*, 10(4) Dec. 73, p. 8-12.

KUMAR, RAVINDRA. The Complexities in the mathematics of averting birth. *Interdiscipline*, 11(1) Spring 74, p. 17-29.

PARIKH, JANAK P. Control the population, or else...*Hindu*, 28 May 74, p. 4.

RAM N. V. R. Plan for double the population, or else...*Hindu*, 11 June 74, p. 4.

SANKARAN, SUNDARAM. Population and the World Bank. *Finance and Development*, 10(4) Dec. 73, p. 18-21+

SATIA, S. K. and RANGARAJAN, C. Optimal targets for the family planning programme. *Economic and Political Weekly*, 9(5) 13 Apr. 74, p. 595-606.

### BOUNDARIES, INTERNATIONAL

GUPTA, KARUNAKAR. Hidden history of the Sino-Indian frontier. *Economic and Political Weekly* 9(18) 4 May 74, p. 721-6; 9(19) 11 May 74, p. 765-72.

### BRIDGES

MALIK, A. B. U. P. Bridge Corporation—a unique concept. *Civic Affairs*, 21(8) Mar. 74, p. 7-9.

### BUILDINGS—CONTRACTS

GRANT, N. B. Lumpsum vs measurement contracts for constructions. *Lok Udyog*, 7(12) Mar. 74, p. 13-17.

### BUREAUCRACY

ARORA, RAMESH K. Bureaucracy and the political system: the Weberian perspective. *Chinese Journal of Administration*, (21) July 73, p. 1-7.

JAN-KWEI CHIANG. Impersonal bureaucratic rules and informal social norms. *Chinese Journal of Administration*, (21) July 73, p. 11-30.

KHAN, ILTIJA H. (University of Papua, New Guinea). Bureaucracy in a developing country: India. *Public Administration (Australia)*, 32(4) Dec. 73, p. 352-65.

The role of bureaucracy is of crucial importance in socio-economic development of new nations. There are many hindrances to the adjustment of "law and order bureaucracy" inherited by India from the British to the new democratic environment and to the fulfilment of new demands placed on it. This is the central, bewildering problem of administration in India, which this paper seeks to analyse. The upper levels of Indian administration are of high quality but at middle and lower levels the quality is of low order. The

problems in effective operation of bureaucracy are corruption, determination of proper service role of bureaucracy in the society and indifference in communicating with the public. There is little incentive for excellent performance. The features of the system responsible for absence of performance orientation are discussed. As one moves down the structure of government, the effects of political interference seem to increase. Even then the bureaucratic structures and attitudes are changing; professionalism and achievement-orientation are being emphasized; and technocrats are being chosen to lead the change process.

MCGREGOR, EUGENE B., jr. Politics and the career mobility of bureaucrats. *American Political Science Review*, 68(1) March 74, p. 18-26.

✓ NAYAR, K. S. Bureaucracy: need for overhaul. *Mainstream*, 12(35) 27 Apr. 74, p. 11-15.

✓ RAO, K. SUBHAS. Bureaucracy: inhibitions & fears. *Economic Times*, 14 Apr. 74, p. 4; also appeared in "Public Administration (India)", 12(4) Apr. 74, p. 6-17, under the title "The Changing bureaucracy."

This paper is based on discussions with Central and State Government bureaucrats. An attempt is made to analyse the reasons for the prevailing attitude of resistance to changing the present bureaucracy. The generalist-managers brought in to manage the government's commercial undertakings introduced the spirit of Indian bureaucracy, its rigidity, its lack of enterprise and elaborate procedure-ridden art of decision-making. A bureaucracy committed to speed, truth and self-correction in the implementation of government policies will yield positive results. Fears behind commitment are examined.

TAEBEL, DELBERT A. Bureaucratization and responsiveness: a research note. *Midwest Review of Public Administration*, 7(3) July 73, p. 199-205.

#### CABINET SYSTEM

PANJAWANI, RAM. British precedents on conduct of ministers. *National Herald*, 15 Apr. 74, p. 5.

#### CAPITAL

DOUETTE, A. The Study of the capital coefficient: a condition of economic planning. *Annals of Public and Co-operative Economics*, 43 (4), Oct.-Dec. 73, p. 345-61.

#### CAPITALISM

BALOGH, THOMAS. Crisis of capitalism: a failure of conventional economics. *Mainstream*, 12(34) 20 Apr. 74, p. 11-20.

HABERMAS, JURGEN. What does a crisis mean today? legitimization problems in late capitalism. *Social Research*, 40(4) Winter 73, p. 643-67.

#### CAPITALS (CITIES)

BHARGAVA, GOPAL. Proposals of sub-committee of High Powered Board on National Capital Region. *Civic Affairs*, 21(8) Mar. 74, p. 11-14.

#### CHILDREN. DEPENDENT—INSTITUTIONAL CARE

SHAPIRO, DEBORAH. Agency investment in foster care: a follow-up. *Social Work*, 18(6) Nov. 73, p. 3-9.

#### CHINA—ECONOMIC CONDITIONS

HOWE, CHRISTOPHER. Economic trends and policies. *Political Quarterly*, 45(1) Jan.-March 74, p. 13-25.

#### CITIES AND TOWNS—GROWTH

SAXENA, RAMESHWARI. Urban poverty in Varanasi: staggering shortage of adequate housing. *Civic Affairs*, 21(9) Apr. 74, p. 5-11.

#### CITIES AND TOWNS—SIZE

LEVER, WILLIAM F. A Markov approach to the optimal size of cities in England and Wales. *Urban Studies*, 10(3) Oct. 73, p. 353-65.

PARR, JOHN B. and SUZUKI, KEISUKE. Settlement populations and the lognormal distribution. *Urban Studies*, 10(3) Oct. 73, p. 335-52.

#### CITY MANAGERS

KLINE, ROBERT L. and BLANCHARD, PAUL D. Professionalism and the city manager: an examination of unanswered questions. *Midwest Review of Public Administration*, 7(3) July 73, p. 163-74.

#### CITY PLANNING

GUPTA, C. S. Urban development: planning imperatives. *Economic Times*, 21 Apr. 74, p. 5.

## CIVIL LIBERTIES

CAMPBELL, BLAIR. Helvetius and the roots of the "closed" society. *American Political Science Review*, 68 (1) Mar. 74, p. 153-68.

MILNE, A.J.M. Philosophy and political action: the case of civil rights. *Political Studies*, 21 (4) Dec. 73, p. 453-66.

SUNDARAM, I. SATYA. Parliament and fundamental rights. *Modern Review*, 134 (805) Jan. 74, p. 45-8.

## CIVIL PROCEDURE

PATTABHIRAM, M. (Journalist). Minimising delays in courts. *Hindu*, 27 May 74, p. 4.

The bill to amend the Civil Procedure Code has been introduced after taking into consideration Law Commission's suggestions. The bill contains several changes to simplify the procedure and to provide relief to the poorer sections of the community. These changes are briefly described in this article.

## CIVIL SERVICE

BHAMBHRI, C.P. (Jawaharlal Nehru University). Recruiting the IAS. *Hindustan Times*, 1 May 74, p. 5.

A high IQ or talent is not the only basis of success in a competitive examination. To enter the IAS, one has to be "talented" plus socially above par. If highly talented but socially disabled young men who could not get higher education and hence cannot enter the higher civil service, ultimately it is the country that loses. To remove this distortion, a pass in the higher secondary examination should be the minimum qualification for competitive examination, and the medium of examination should be the mother tongue. The UPSC should evolve its own syllabi to find out the level of social awareness of the future administrators.

✓ DHAR, D.P. (Minister for Planning). Administration's role in changing milieu. *Public Administration (India)*, 12 (2) Feb. 74, p. 11-13.

The problems of change, of modernisation and of socio-economic transformation are many sided, so the solutions have also to be many sided. Need to redesign the administrative system is analysed,

The administrative services have to think of themselves as instruments of socio-economic transformation. The process of change in traditional societies requires not neutrality but commitment. District officers need proper training to innovate, appraise investment and evaluate performance. A concept of merit which keeps out the communities which have led a deprived life from public services and from other areas of economic and social activity is a retrogressive step. As civil servants play an important part in preparing legislation and its administration, their actions reveal what is the kind of society they would like to see established.

✓ GUPTA, HARISH CHANDRA. (ICS retired). Administration: in retrospect. *Public Administration (India)*, 12 (3) Mar. 74, p. 5-9+

The author examines the issue of relationship between politicians and administrators in the light of his own experiences. The pay scales and pensions of the Services are comparatively static. Judges' pay scales also call for upward revision. As laymen take up a lot of time in grappling with technical schemes, technocrats should head the purely technical departments. We are on the verge of economic collapse through political and administrative bungling, deficit budgets and unrealistic planning. Unless statesmanship of a high order can set things right soon, complete breakdown may overtake us.

✓ ANDIT, A.D. (ICS retired). Little Gandhis for I.A.S. *Public Administration (India)*, 12 (2) Feb. 74, p. 7-8.

The author narrates his experience of not being considered for the post of Principal of the National Academy of Administration as his outlook and way of life were not such as to enable him to impart Gandhian ideology to the probationers at the Academy. In retrospect, he speculates upon the consequences that would have followed if the government had succeeded in their quest and a string of principals steeped in Gandhian ideology had succeeded in producing several batches of little Gandhis for the I.A.S.

SCOTT, E.N. Localization in Kenya. *Public Administration (Australia)*, 32 (4) Dec. 73, p. 366-82.

## CIVIL SERVICE COMMISSIONS

✓ UPSC (cover story). *States*, 5 (13) 27 Apr. 74, p. 8-17+

*Contents:* Erosion of authority, by R.C.S. Sarkar; Ending political appointments, by Dharma Vira; Too many executive discretions, by Darbari Lal Gupta; Need for comprehensive inquiry, by T.N. Chaturvedi.

An independent Public Service Commission, manned by competent personnel and capable of recruiting candidates without fear or favour, is a *sine qua non* for an impartial administration. Do the UPSC and SPSCs measure up to this standard?

R.C.S. Sarkar (Ex-chairman UPSC) points out that the UPSC was set up with two objectives of ensuring fair and competitive selection of personnel and of providing them with necessary security of service. A review of relations between the UPSC and the Government reveals that there is an unmistakeable effort to dilute the powers of the former by taking more and more posts out of its purview. The Commission brings to the notice of the Parliament every year through its annual reports the omissions and commissions on the part of the Government. But Parliament is not very vigilant about service matters. The Commission has its short comings which have to be rectified, but it is the only organisation which can provide the Government with an impartial and efficient civil service. As recommended by the A.R.C., a committee need to be appointed to review the working of the UPSC and its relations with the Government and put them on proper footing so that the Commission may play its expected role.

Dharma Vira (ICS retired) feels that the framers of the Constitution were anxious with regard to the impartiality and capability of services to implement the policies of the elected Government. Accordingly, Public Service Commissions, independent of political executive, were provided for both at centre and state levels. The various provisions of the Constitution, with regard to the appointment of chairman and members of the commission ensure a body of experienced, knowledgeable and independent persons not only to advise the Government on service matters but also to safeguard the interests of civil servants against possible vagaries of the political executives. But there are signs of arbitrariness and deterioration in standards at the centre; and in states nepotism and political jobbery in such appointments is rampant. Complaints of corruption and favouritism are frequent. The political power is, rather, anxious to

totally usurp the independence and impartiality of the services. In fact, with the continuance of the present system of appointment of the chairman and members of these commissions by the President and Governors on the advice of their Ministers, further deterioration is inevitable. The weak and invigilant Opposition is another factor.

Darbari Lal Gupta (Ex-Chairman, Haryana State Public Service Commission) is of the view that with the general deterioration in the proper functioning of parliamentary democracy, the sanctity attached to the basic intentions and expectations of the PSCs also started losing ground in most of the states. The political executives started desiring, even asserting, for a greater and greater hold in their PSCs, mostly through a negative attitude and even coercive actions, though sometimes through temptations as well. Some cases from SPCs are cited. The ever-increasing abuses resulted in a periodical Conferences of all the SPSCs under the aegis of the UPSC. The 1971 Conference took a serious view and a memorandum was submitted to the President and also the Prime Minister. The final outcome is awaited. The unavoidable requirement is that the Governors should exercise all the powers in respect of their PSCs only in their personal capacity; and secondly the actual practice by the state must fully conform to what is prescribed by the Constitution.

T.N. Chaturvedi (Indian Investment Centre) reviews the report of the Estimate Committee of the Parliament on UPSC (1968), and relevant reports of the A.R.C., and concludes that the working of the UPSC and PSCs, though by and large deemed satisfactory, has raised many problems and no final answers are readily available. A comparative study of the composition, powers and functions, procedures and working of similar institutions will throw a lot of light on many complicated issues. The effectiveness of institutions of this type is contingent upon the totality of political culture, the self-restraint and administrative and political leadership and more so, on their own sense of direction and perception of responsibility rather than mere mechanical devices, checks and balances, institutional procedures, formal powers and relationships. However, there is a case for an overall enquiry into the position and working of UPSC/SPSCs so that the areas of inadequacy and friction can be mitigated.

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Eight identified factors affecting work performance of extension personnel in the block team were: knowledge, faith and confidence, power of tolerance, dignity of labour, cooperation, capacity of persuasion, enthusiasm, and the attitude. Their inter-correlations are presented in the summary table. Elements of block social system, viz; adequacy of objectives, norms, rank perception (perception about power, rank and status), sanctions, and facilities were found to contribute jointly towards 44.5, 47.0, 37.4, 52.7 and 48.2 per cent of the variations in knowledge, cooperation,

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In a dual economy, it may be hypothesised that agricultural wages in the presence of surplus labour should stagnate at the level of subsistence. Is this true of agricultural wages in India? From the data available, agricultural wages are found to fluctuate quite appreciably between seasons. Farm management surveys seem to indicate that agricultural labourers are kept occupied for over 200 days per year. Yet large numbers of landless labour suffer from severe destitution and live below the poverty line defined as a monthly consumption expenditure of Rs. 40 per person

This divergent evidence is analysed in this article and some tentative conclusions for policy guidance have been suggested.  
—*Reproduced.*

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The duty of the Finance Commission is to recommend the distribution between the Central Government and the State Governments the net proceeds of taxes and the principles which should govern the grants-in-aid to the States out of the Consolidated Fund of India. Failure to raise promised additional resources has affected the States' capacity to repay the debt to Central Government. Though States are criticised for financial irresponsibility, in fact, the Central Government has always drawn a large overdraft from the Reserve Bank of India than all the State Governments combined together for the last nine years running. The State Governments are often forced to deal with extraordinary situations created by major political, economic and administrative decisions of the Central Government. No Finance Commission has so far been able to do justice to the States' claim for a larger share of income tax. The increase in total transfer from the Centre to the States is merely a reflection in the growth of revenue in general and not so much of any greater justice done to States.

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Sehgal's article aims at making the following two points. First, the issue of "autonomy" being raised in certain parts of the context of facts concerning centre-state financial relations. Second, the functions of the Planning Commission and the Finance Commission should be combined into one agency, even if it calls for a constitutional amendment. According to Swaminathan the predominant role of the Planning Commission and the timidity of the successive Finance Commissions have contributed to the erosion of State autonomy. The Planning Commission should determine the national priorities in planning, and look after the development aspect

and the Finance Commission should recommend financial resources to the States with a view to achieving balanced regional development. Arguments advanced against the demand for State autonomy are examined by Thimmaiah. Both the Commissions should gear their functions to their demarcated but co-ordinated objectives.

**THIMMAIAH, G.** (Institute of Social and Economic Growth, Bangalore). Some neglected aspects of the Finance Commission. *Indian Journal of Public Administration*, 20(1) Jan.-Mar. 74, p. 15-31.

The terms of reference, personnel and procedures of the six Finance Commissions appointed so far, are analysed with a view to assess their influence on the success or failure of the Finance Commission in India. Certain anomalies are noticed which have contributed to the failure of the Finance Commission. The author feels that it is high time to acknowledge these shortcomings and set them right preferably by incorporating necessary legal provisions in the Finance Commission's Act of 1951.

### FEE SYSTEM

**PARIKH, ANIL M.** Towards more rational professional fees. *Chartered Accountant*, 22(11) May 74, p. 583-93.

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**LAKE, VIRGINIA.** Who's responsible for the 'skeletons' in your office closet? *Integrated Management*, March 74, p. 30-2.

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**SIMHA, S. L. N.** Recent fiscal and monetary developments. *Hindu*, 17 May 74, p. 4.

**WINCHESTER, EDWARD E.** Improving resource management in the government sector. *New Zealand Journal of Public Administration*, 36(1) Sept. 73, p. 1-18.

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**AGGARWAL, NARENDRA.** State Trading Corporation. *Hindustan Times*, 29 Apr. 74, p. 7, 30 Apr. 74, p. 7.

**BALMOHANDAS, V.** Setting up an export-import bank in India. *Capital*, 172 (4307) 4 Apr. 74, p. 467-8.

**HALDER, A. and RICHARDS, J. H.** Structural characteristics of India's foreign trade and its effects on the instability of export receipts. *Indian Economic Journal*,



21(2) Oct.-Dec. 73, p. 132-46.

KHANNA, C. L. Challenge of self-reliance. *Mainstream*, 12(35) 27 Apr. 74, p. 9-10+

KRISHNAN, PARVATHY. Take-over of export industries. *Mainstream*, 12(34) 20 Apr. 74, p. 8+

KURVE, MAVIN. Indo-Nepal trade trends. *Times of India*, 27 June 74, p. 4; 28 June 74, p. 4.

MATHUR, A. B. L. India's terms of trade with U.S.A. 1951-52 to 1968-69. *Indian Economic Journal*, 21(2) Oct.-Dec. 73, p. 73-90.

SHARMA, K. C. Indo-East European trade—a perspective. *Indian Economic Journal*, 21(2) Oct.-Dec. 73, p. 91-106.

STAEELIN, CHARLES. (Centre for Research on Economic Development, University of Michigan). Indian export incentives: a critical view. *Indian Economic Journal*, 21(2) Oct.-Dec. 73, p. 107-23.

Examines a few of the major faults of the Indian export-incentive tools. It is demonstrated that some of the tools individually fail to promote the most efficient exports in the most efficient manner. The paper is divided into four sections. In the first section the proper goals of an export incentive system are discussed. Individual incentives are discussed in the second and third sections. Incentives designed to correct internal price distortions are the Green Form Allotment excise-duty drawback, export-credit, railways transport, industrial licensing and Cash Assistance incentives. All these except the excise-duty drawback, are lacking of any good economic rationale. Export incentives designed to correct exchange-rate distortions are import duty drawbacks, Import Replenishment and Cash Assistance. The system as a whole is briefly examined and some alternatives are suggested in the last section.

#### FOREIGN CREDIT

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#### GAMES (MANAGEMENT)

HARTLEY, PAUL and RADLEY, GEORGE. Games managers play. *Personnel Management*, 6(1) Jan. 74, p. 34-7.

#### GENERALISTS

LALL, MANOHAR. Bureaucrats vs technocrats. *Public Administration (India)*, 12(2) Feb. 74, p. 9-11.

The problem of bureaucrats vis-a-vis technocrats is deeprooted. Professionals are unwilling to accept inferior positions. Before the discontentment of the professionals results in paralysing the whole economy, it is desirable that a fair and impartial treatment is meted out to them. Professionals are placed at par with bureaucrats in pay, status, privileges and promotion avenues. Technocrats are not subordinate to generalists. Different sets of essential national services are created, each one having equivalent but parallel grades corresponding to IAS. More technocrats are inducted into technical ministries and departments. Decision-making authority is decentralized. Generalists are to develop professionalism, and technocrats who have to administer are imparted on-the-job personnel management training. The education system is re-oriented to include personnel management and administration as a regular study by professionals.

#### GOVERNMENT CORPORATIONS

INDIAN AIRLINES: a case study of planning under uncertainty. (Abstracted from the Fifth Five Year Plan document of Indian Airlines) *Management in Government*, 5(3) Oct.-Dec. 73, p. 250-67.

Unlike an airline in competitive market, Indian Airlines has not simply to make a profit. Unlike an essential service such as the military or the water supply, it cannot view itself either in a cost-plus framework. Indian Airlines has therefore, to 'balance' a number of factors in its plan. The purpose of this case study is to direct attention to what is meant by 'balance' in



such a context. How can we balance safely against economy? or speed against inventory. What do we do when Discounted Cash Flow analysis gives us a lead different from a foreign exchange analysis? In short, what are the considerations that go into the planning process of a major utility service? This case study raises all these questions and demonstrates one way of approaching a satisfactory answer.—*Re-produced.*

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#### GOVERNMENT ENTERPRISE

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The Bureau of Public Enterprises has been no better than a toothless watchdog. Despite its impressive mandate the Bureau has no responsibility for running the state-owned concerns. The efficiency of enterprises depends on managerial culture and political climate. The Government has taken no worthwhile step to nurture competent managers for public undertakings. On political grounds Government is unwilling to bring about any change in the absolute job security. Workers know that their well-being is linked with the prosperity of the firm they work for. If properly approached, they will support schemes to reduce the excess labour force. Enforcing some sort of parity in the wage scales is by no means as intractable as the politicians make out.

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**BERY, A.L.** Role of public sector managers, workers. Patriot, 14 Apr. 74, p. 2.

#### GOVERNMENT REGULATION OF BUSINESS

**FRANKENA, MARK.** The Industrial and trade control regime and product designs in India. Economic Development and Cultural Change, 22(2) Jan. 74, p. 249-64.

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**ANDERSON, CARL** and **SLOCUM, JOHN W., Jr.** Personality traits and their impact on T-Group training success. Training and Development Journal, 27(12) Dec. 73, p. 18-25.

#### HANDICAPPED—EMPLOYMENT

**MILTON, CHARLES R.** and **BLACK, JAMES M.** The Disadvantaged: changing definitions and personnel practices. Personnel, 51(2) Mar.-Apr. 74, p. 57-65.

#### HANDICAPPED—REHABILITATION

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## LABOUR RELATIONS

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## LABOUR UNIONS—TEACHERS

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*Contents* : Introduction, by Joseph W. Garbarino; Faculty bargaining comes to Hawaii, by Joel Seidman and others; Transition to bargaining in a multicampus system, by J. Malcolm Walker; Bargaining without unions in California, by Bill Ausieker; Faculty unionism among Fir Trees, by Peter Feuille.

## LAND SETTLEMENT

TRIVEDI, K. D. and TRIVEDI, KAMLA. (University of Rajasthan, Jaipur) Consolidation of holdings in Uttar Pradesh : study of policy implementation. *Journal of Administration Overseas*, 12(3) July 73, p. 179-89.

Excessive fragmentation of agricultural holdings is one of the most serious obstacles to efficient and profitable farming. In U. P. 80 per cent of holdings were comprised of less than five acres. It had chiefly been due to the division of property among heirs under the laws of inheritance. Beginning in 1923, a campaign was conducted to consolidate holdings through co-operative societies. In 1939, the U. P. Consolidation of Holdings Act was passed. But the results of these measures were not encouraging. Finally, the Consolidation of Holdings Act, seeking to check excessive fragmentation of holdings and to consolidate the existing fragmented and scattered holdings into two or three compact blocks was passed in 1954. The work was started in 1954-55.

The administrative structure consists of one Consolidation Commissioner at the state level assisted by two Joint Directors. Four to five districts are under the charge of a Deputy Director assisted by Settlement Officers each for one district. Every district is divided into 4-5 circles each headed by Consolidation Officer. The circle is subdivided into 5 sub-circles under an Assistant Consolidation Officer. A sub-circle has two Consolidators and nine Lekhpals. Apart from this there is rectangulation staff.

The principal stages of consolidation

are : (1) preliminary steps, e. g., formation of village advisory committees, appointment of guardians of minors, etc., and correction of records; (2) rectangulation and measurement; (3) Classification and valuation; (4) scheme of consolidation; (5) reallocation; (6) preparation of final papers and their final attestation.

Consolidation is also linked with village planning. Every cultivator must agree to contribute a small percentage of his total holdings for community needs. A nominal compensation is paid to him for the land given up.

The consolidation is a technical and some what complex process. Difficulties arise from its technical nature and from the human problems involved at every stage of its operation. The two basic points are land-rights and land-values. Both are generally irksome, time-consuming and may result in litigation. Corruption has also been a major problem. Up to 1964 about 6,000 employees were dismissed on charges of corruption.

While the problem of consolidating fragmented holdings has now been tackled but the problem of preventing future fragmentation has not been fully solved, nor has the closely allied problems of subdivision of holdings. The amended law has fixed the minimum joint holding at six and a quarter acres, but there is nothing to stop the co-occupiers for sub-dividing informally.

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**REDDY, O. CHINNAPPA.** Lawyers and challenge of social change. *Mainstream*, 12(37) 11 May 74, p. 11-12+

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### LEGISLATIVE COMMITTEES

**BORTHWICK, R. L.** Public bill committees in the House of Lords. *Parliamentary Affairs*, 26(4) Autumn 73, p. 440-53.

**CHAUDHURI, DIPAK B. R.** Soviet parliamentary committee system. *Socialist India*, 8(22) 27 Apr. 74, p. 22-24.

**MITHAL, D. N.** Association of members of the upper house with the committees of the lower house or constitution of joint committees of the two houses. *Journal of Parliamentary Information*, 20(2) Apr.-June 74, p. 274-85.

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### LEGISLATORS

**RAY, DAVID.** Membership stability in three state legislatures, 1893-1969. *American Political Science Review*, 68(1) Mar. 74, p. 106-12.

### LEGISLATORS—DEFECTION

**MEHER, M. R.** Will the Defection Bill go against democracy? *Capital*, 172(4316) 6 June 74, p. 800-1.

**RANGACHARI, K.** 32nd amendment unsound. *Hindustan Times*, 20 Apr. 74, p. 5.

Procedures for constitutional amendments have become as routine as those for ordinary legislation. The object of 32nd Constitutional Amendment Bill is to discourage political defections by legislators. The worst phase of defections between 1967 and 1970 has ended without any law or convention to check them. The implications of 32nd Amendment Bill need proper scrutiny. The problem has already been examined by the Committee on Defections and the Committee of Governors. Constitutional amendment is unnecessary to achieve the object of disqualifying defectors. It can be done through ordinary legislation and introduction of party problems in the Constitution can be avoided.

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**LAMARE, JUDITH LYNCH.** Casual vs. contextual analysis: a case study of Brazilian local political participation. *Western Political Quarterly*, 27(1) Mar. 74, p. 117-42.

**MONEY, W. J.** The Need to sustain a



viable system of local democracy. Urban Studies, 10(3) Oct. 73, p. 319-33.

THYNNE, JAN S. Towards a possible change in 'local' government in New Zealand. New Zealand Journal of Public Administration, 36 (1) Sept. 73, p. 31-41

#### LOCAL GOVERNMENT —DECISION MAKING

GREENWOOD, MICHAEL J. and HOWARD, KEITH. The Use of decision-making models by English local authorities. Local Government Studies, Feb. 74, p. 27-37.

VICKERS, GEOFFREY. Policy making in local government. Local Government Studies, Feb. 74, p. 5-11.

#### LOCAL GOVERNMENT—RESEARCH

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#### LOCAL TRANSPORTATION

DATAR, ASHOK. Suburban transportation; irrationality of price structure. Economic Times, 14 May 74, p. 5.

#### MANAGEMENT

BYRD, RICHARD E. and COWAN, JOHN. MBO : a behavioural science approach. Personnel, 51(2) Mar.-Apr. 74, p. 42-50.

DUTT, D. K. Removing crisis in management through joint planning. Capital, 172 (4314) 23 May 74, p. 708-9.

O'CONNOR, D. and others. Achieving a sense of purpose : the management by objectives project in the Housing Grants Section of the Department of Local Government. Administration, 21(3) Autumn 73, p. 315-30.

REVIEW of management. Economic and Political Weekly, 9(21) 25 May 74, p. M. 33-56.

*Contents :* And one for the market; Organisational effectiveness : a comparative analysis, by Rajesh Tandon; Administrative remoteness in branch banking, by Tushar K. Das; European monopoly corporations and Indian entrepreneurs, 1913-1922, by Ratna Ray and Rajat Ray.

WINNING, ETHAN A. MBO : what's in it for the individual. Personnel, 51(2) Mar.-Apr. 74, p. 51-6.

WILEMON, DAVID L. Managing conflict in temporary management systems. Journal of Management Studies, 0(3) Oct. 73, p. 282-96.

#### MANPOWER

PARAMESWARAN, M. P. Manpower planning in India. Social Scientist, 2(10) May 74, p. 55-66.

#### MARXISM

MARXISM and India : a symposium on the application of an ideology. Seminar, (178) June 74, p. 9-63 (complete issue).

*Contents :* The problem ; The past, by K. Damodaran; Total rectification, by Bipan Chandra; The present challenge, by Ashok Sen; Middle class movement, by Ashok Mitra; Towards a renewal by P.C. Joshi; Further reading, by K. P. Phatak.

#### MATERIALS MANAGEMENT

AMAR, G. K. (Indian Institute of Public Administration, New Delhi) Municipal materials management. Nagarlok, 5(4) Oct.-Dec. 73, p. 29-36.

With increasing construction and development programmes in our urban areas, the materials costs are steadily going up. Obviously, there is a great need for cost reduction through Materials Management in our municipal bodies. Inventory costs consist of 'Carrying Costs' and 'Ordering Costs'. In general, under Indian conditions, inventory carrying costs can be assumed as 20 per cent to 25 per cent of the cost of inventories. The total cost is minimum when the two individual costs are equal. The point at which the total cost is minimum, gives the EOQ (Economic Order Quantity).

In order to guard against depletion because of variations in demand and lead time, safety stock should be maintained, such that the re-order level is given by :

Re-order Level = Safety Stock + Lead Time Requirements.

The rules and regulations concerning materials control in municipalities are generally based on Stores Account Code, which lays uniform procedures for their control. Such an approach does not give the best results. The ABC analysis provides a means of selective control on the basis of value classification of inventories.



The fixed time method should be used for reordering important items and maximum-minimum method should be used for reordering less important items. A proper system of codification, systematic inventory records, review of periodic reports, optimum layout of storage areas and a continuous physical inventory method of verifications go a long way in maintaining proper inventory levels.

While using sophisticated techniques of material management, constraints such as inflation and government restrictions should never be over-looked. By combining scientific techniques with practical constraints, it is possible to achieve the objectives of a good materials management system.—*Author*

### MEDICAL EDUCATION

RAM, N.V.R. What's wrong with our medical education? *Economic Times*, 28 Apr. 74, p. 5.

### METROPOLITAN GOVERNMENT

BERKSHIRE, TOM. Developing a system of measurement in a metropolitan authority: early experience of the Greater London Council. *Local Government Studies*, Feb. 74, p. 39-52.

### MILK TRADE

PATEL, A. R. Growth of dairy industry in India. *Kurukshetra*, 22(16) 16 May 74, p. 9-10.

### MINIMUM WAGE

IYER, K. V. Financial implications of need-based minimum wages. *Yojana*, 18(7) 1 May 74, p. 13-15.

### MINISTERIAL RESPONSIBILITY

BUTLER, DAVID. Ministerial responsibility in Australia and Britain. *Parliamentary Affairs*, 26(4) Autumn 73, p. 403-14.

### MOHAMMEDAN LAW

HASAN, MUSHIRUL. Problems of Muslim social reform in India. *Mainstream*, 12(38-39) 25 May 74, p. 53-7.

### MOHAMMEDANS IN INDIA

AHMAD, SHABI. Muslims in contemporary India. *Mainstream*, 12(42) 15 June 74, p. 15-18.

KHAN R. R. Growth of Muslim population in India. *Interdiscipline*, 11(1) Spring 74, p. 55-63.

SUHWARAWARDY, S. S. H. Economic backwardness of Indian Muslims. *National Herald*, 26 Apr. 74, p. 5.

### MONOPOLIES

MOORTHY, K. KRISHNA. How effective is monopolies body? *Hindu*, 12 Apr. 74, p. 4.

### MOTIVATION

LOKIEC, MITCHELL. Motivating the worker. *Personnel Journal*, 52(11) Nov. 73, p. 988-91.

### MOVING PICTURES

FILM and mass politics in the developing areas; ed. by Robert L. Hardgrave, Jr. *American Behavioral Scientist*, 17(3) Jan.-Feb. 74, p. 325-476 (complete issue).

*Contents*: Editor's introduction; Cinema and revolution in China: some interpretive theme by, Paul G. Pickowicz; Film-making and politics: the Cuban experience, by Andres R. Hernandez; Egypt in shadows: films and the political order, by Raymond William Baker; Film and social change in Africa South of Sahara, by Elyseo J. Taylor; Intensive politicization episodes: movies, melas and political attitudes in a north Indian district, by Daniel Melnick.

MATHEW, P. C. Criteria for film censorship. *Hindu*, 14 June 74, p. 4.

### MUNICIPAL FINANCE

GUPTA, B. N. (Indian Institute of Public Administration, New Delhi) Municipal finance management: a systems approach. *Nagarloek*, 5(4) Oct.-Dec. 73, p. 24-8.

A systems approach to financial management looks to the problems confronting the financial managers in their totality and efforts to resolve them in a rational way. The 'budget' is the pivot around which the whole financial management of a municipal government clusters. The municipal budget should be an explicit prediction of its public policy, goals and actions during the budgetary year. The current budget process does not reflect a rational or dynamic examination of various units' goals and plans as a whole. Budgets are prepared

on decentralised and fragmented basis and decisions affect only marginal adjustments. A systems approach requires: the statement of objectives in clear terms; identification or examination of fundamental nature and objectives of current activities and see as to how far they match with the overall objectives; comparison of results against objectives; measurement of present and future cost of the activities; relating budget allocation to long-range plans beyond one fiscal year; identification and consideration of alternatives as means to achieve goals and objectives; making budget review process systematic.

The municipal financial management is concerned with the process of revenue generation and expenditure management.

The process is discussed under three headings: (1) Sources of funds; (2) Funds management; and (3) Budgetary expenditure management.

This approach to municipal financial management calls for a sound data base and analytical ability to use them; and also for a significant application of operations research and information technology in improving the financial planning and management process in the municipal government.

### MUNICIPAL GOVERNMENT

BALACHANDRAN. M. K. (Indian Institute of Public Administration, New Delhi). Legal framework of municipal management: some aspects, Nagarlok, 5(4) Oct.-Dec. 73, p. 37-43.

The article attempts to throw some light on the legal framework within which the municipal management has to function in dealing with municipal administration. Since municipal activities are governed by the rule of *Ultra Vires*, the management has to show sufficient statutory authority for all their actions. Necessary legislative changes will have to be brought about before undertaking new ventures. Regarding tort liability, the recent trend in litigation indicates the citizens' awareness of their rights against wrongful acts of the authorities. In matters related to staff control, the rigid legalistic approach may be harmful, but when the conduct of employees demand severe action, the management should not only be stern and impartial but should also conform to the relevant rules and regulations.

DEVA RAJ (Indian Institute of Public Administration, New Delhi). The Political

context of municipal management. Nagarlok, 5(4) Oct.-Dec. 73, p. 5-9.

Local government institutions function firstly as instruments of local democracy and secondly as agencies for management of public utilities and municipal services. Any organisational pattern that fails to reconcile the two objectives of democratic aspirations and effective delivery of civic services would generate conflict and undermine the standing of self governing institutions apart from causing deterioration in the civic services. In this connection the executive structure and the roles of the municipal council and the State Government are examined. It is brought out in the light of experience that the twin objectives can not be achieved without a strong unified execution. Only a bold approach to structural organisation with assignment of proper roles to the State Government and the deliberative and executive organs can restore local government to its rightful place in national policy. —Author

GANGULI, AMULYA. Municipal priorities: ignoring the issue in West Bengal. Statesman, 10 Apr. 74, p. 4.

A number of measures to rejuvenate the municipalities are proposed with little effort to carry them out. A coherent policy is yet to be evolved. Successive governments have ignored the problem because of its complexity. Even now, municipalities are not statutorily responsible for arranging water supply, drainage and sewage or street lighting. Whether led by elected commissioners or nominated Government officials, municipal administration has remained moribund. Shortage of funds and political expediency are the two main reasons for the sorry plight of the municipalities. A separate organization should be set up to supervise water works or drainage and sewage schemes over a wide area, cutting across municipal jurisdictions.

SINGH, S. N. (Lucknow University). The Municipal corporations of Uttar Pradesh: a review. Civic Affairs, 21(7) Feb. 74, p. 37-43; 21(8) Mar. 74, p. 15-18.

The U. P. Nagar Mahapalika Adhiniyam, 1959 provided for the creation of the first five municipal corporations in the State. The organisation and working of these municipal corporations is examined. The impact of politics on the various aspects of civic administration is also peeped into. It has been experienced that the present organisation of municipal corporations suffers from weaknesses. The

financial and administrative affairs are in great disarray. Besides genuine local level leadership, these institutions suffer from frequent interference in their working and lack of faith in their capabilities on the part of the State Government. The U. P. Nagar Mahapalika Adhiniyam needs amendment so as to suit the requirements of the organisation and society. A change in the attitude of State Government should be effected. Local leadership should be made more responsive, and there is genuine need to strengthen financial resources of these bodies.

VILLANEUVA, A. B. Philippine clues to a comparative study of municipal reform in developing nations. *Journal of Administration Overseas*, 12(3) July 73, p. 215-17.

#### MUNICIPAL GOVERNMENT—DECISION MAKING

BHATTACHARYA, MOHIT. (India Institute of Public Administration, New Delhi). Municipal decision-making. *Nagarlok*, 5(4) Oct.-Dec. 73, p. 10-16.

This paper is an attempt at understanding the processes involved in municipal decisions-making. As in other organizations, so in the municipalities decisions are broadly classifiable, following Simon, into 'programmed and 'non-programmed' ones. In normal circumstances, programmed decisions are in the majority for which a municipal organization formulates in advance elaborate formal rules and procedures determining the processes to be followed. Non-programmed decisions, in the municipal context, arise generally out of municipality—environment interaction. Unlike other organizations, municipal administration is very much exposed to social influences from outside. In negotiating new demands, a municipality finds itself in a non-programmed decision situation. A case-study on 'transfer of municipal property' demonstrates the fragility of municipal administrative boundary and the infiltration of powerful external forces trying to tilt the balance in their favour. More such case studies on non-programmed decisions are necessary to arrive at sounder generalizations regarding municipal decision processes.—*Author*.

#### NEHRU, JAWAHARLAL

HAKSAR, P. N. How Nehru transformed India's life-style. *Socialist India*, 9(2) 8 June 74, p. 3-4.

Text of 6th Nehru Memorial lecture, delivered at the University of London May 16, 1974.

#### NEIGHBOURHOODS

HANE, JOHN D. The Independence plan for neighbourhood councils : participation by the middle class. *Midwest Review of Public Administration*, 7(3) July 73, p. 155-62.

#### NON-WAGE PAYMENTS

BHATIA, MANOHAR L. Fringe benefits in the United States. *Eastern Economist*, 62(24) 14 June 74, p. 1166-9.

#### NUTRITION

WALTER, JOHN P. Two poverties equal many hungry Indians : an economic and social study of nutrition. *American Journal of Economics and Sociology*, 33(1) Jan. 74, p. 33-44.

#### OFFICE MANAGEMENT

KUMAR J. Enhancing productivity in office administration through better human relations. *Integrated Management*, Mar, 74, p. 55-9+

#### OFFICES—LAYOUT

MEISMER, DWAYNE. New concepts for the open office. *Administrative Management*, 25(3) Mar. 74, p. 22-4+

#### OMBUDSMAN

NIELSEN, NORDSKOV. The Danish ombudsman. *Administration*, 21(3) Autumn 73, p. 355-64.

THUNE, SVERRE. The Norwegian ombudsman for civil and military affairs. *Indian Administrative & Management Review*, 6(2) Apr.-June 74, p. 21-8.

#### OPERATIONS RESEARCH

MUNDLE. SUDIPTO (Indian Institute of Public Administration, New Delhi). Operations research in urban management. *Nagarlok*, 5(4) Oct.-Dec 73, p. 44-50.

The paper is a non-technical review of the possible application of Operational Research in urban management. It starts with a brief discussion of the use of Operational Research methods in the planning of development programmes for the total urban system, drawing attention especially to estimation and forecasting models,

programming models and simulation. This is followed by a discussion of the use of the Operational Research in specific urban segments and a methodological diagram on modelling techniques suitable for urban systems. Finally the paper raises some practical issues about the desirability of such techniques for urban management in India. The major thesis of the paper is that Operational Research methods, because of their rigour of flexibility, serve as an extremely useful kit of analytical tools for the design function in urban policy making but that analysis based on these tools can never perform the choice function which must remain a prerogative of the policy-maker himself.—*Author.*

### ORGANISATION

ANEJA, RAJENDRA K. Criteria for organisational structure. *Economic Times*, 27 June 74, p. 5.

HINRICHS, JOHN R. Restructuring the organization for tomorrow's needs. *Personnel*, 51(2) Mar.-Apr. 74, p. 8-19.

NIEMINEN, JUHANI. On status in an organization. *Behavioural Science*, 18(6) Nov. 73, p. 417-19.

### PERSONNEL

GREENLAW, PAUL S. Management science and personnel management. *Personnel Journal*, 52(11) Nov. 73, p. 946-54.

JONES, P.E.R. Organisational demography. *New Zealand Journal of Public Administration*, 36(1) Sept. 73, p. 20-9.

KULKARNI, GANESH. How manpower planning can improve efficiency of an enterprise. *Capital*, 172(4310) 25 Apr. 74, p. 574.

SCHMUCKLER, EUGENE. The Personnel audit: management's forgotten tool. *Personnel Journal*, 52(11) Nov. 73, p. 977-0.

### PERSONNEL—DISMISSAL

AIKIN, OLGA. A Question of unfair dismissal. *Personnel Management*, 6(1) Jan. 74, p. 20-23+

### PERSONNEL—PROMOTION

CHRISTOPHER, RALPH. Promotion policy. *Administration*, 21(3) Autumn 73, p. 345-54.

### PERSONNEL—RECRUITING

BROOKS, RONALD A. A New approach in recruitment and retention. *Personnel Journal*, 52(11) Nov. 73, p. 985-7.

NOORANI, A. G. Legality of local recruitment. *Indian Express*, 2 Apr. 74, p. 2.

### PERSONNEL—SERVICE RATING

CUMMINGS, L. L. A Field experimental study of the effects of two performance appraisal systems. *Personnel Psychology*, 26(4) Winter 73, p. 489-502.

MOSES, JOSEPH L. The Development of an assessment centre for the early identification of supervisory potential. *Personnel Psychology*, 26(4) Winter 73, p. 569-80.

### PERSONNEL, MUNICIPAL

MALHOTRA, D. D. (Indian Institute of Public Administration, New Delhi). Municipal personnel management. *Nagarloek*, 5(4) Oct.-Dec. 73, p. 17-23.

A wide variety of problems in municipal personnel management are attributable to: (a) the structure of municipal execution system which does not allow proper recognition of the need for sound personnel policies and practices; (b) lack of awareness of the fact that while the quality and the numerical strength of employees increase, a corresponding increase in managerial capabilities in municipal personnel administration is called for, and that the traditional establishment approach has a very limited capacity to deal with the contemporary personnel problems and is not a proper tool for increasing effectiveness of manpower resources particularly in a labour intensive organisation such as municipal administration.

The premises on which the unified cadres have been organized and managed by the state governments, have added to the complexity of problems. If the purpose behind introducing unified personnel system is to improve the capabilities of the local bodies, it calls for a positive approach in the structure and management of these cadres. They have assumed a role of an agent of state government for controlling the local bodies without any corresponding responsibilities in respect of problems arising out of the exercise of such powers. Unified municipal cadres have more often been used by the Directorates as an extension of this role. In any reform effort to strengthen the urban local bodies, it is essential that all the parties—local

governments, its employees and the state government should feel a sense of joint venture and participate in the management of change. This, it is felt, will emerge if instead of State Municipal Directorate, the central agency is a statutory body, giving representation to each party. Such an agency would not only have the essential expertise in municipal administration at levels of policy making in respect of matters of common concern to all municipal governments in a State, but also ensure that local government reform efforts are not delinked from the philosophy behind the creation of local governments. In regard to personnel matters, such an agency could be entrusted with the management of state wide municipal cadres in addition to its role of guiding and assisting the urban local bodies in the development of personnel management functions and the infrastructure thereof.—*Author*

### PERSONNEL, PUBLIC

VISWANATHAIAH, K. V. (Karnatak University, Dharwar). Public personnel administration : a study of its origin and growth in Mysore State up to 1967. *Indian Journal of Public Administration*, 20(1) Jan.-Mar. 74, p. 189-209.

The development of public personnel administration, as a whole, from the beginning of the seventeenth century to the year 1967 is described.

### PERSONNEL, PUBLIC—PAY PLANS

PATTABHIRAM, M. P and T staff settlement. *Hindu*, 22 June 74, p. 6.

TANDON, B. B. Principle of fair comparison; job evaluation and the pay of civil servants—the British experience. *Indian Journal of Public Administration*, 20(1) Jan.-Mar. 74, p. 147-56.

### PERSONNEL, PUBLIC—RECRUITING

NIGAM, S. R. (University of Delhi). Recruitment to civil services in India. *Indian Political Science Review*, 8(2) July 74, p. 211-18.

The article reviews the pattern of examination, question, of holding examination, in regional languages, eligibility conditions, and reservation of seats for the recruitment of civil service in India, and concludes that the recruitment policy should be so constructed as to be based squarely on the merit principle.

### PHOTOGRAPHY

TREHAN, V. R. Management graphics : the use of photography in industry, *Lok Udyog*, 7(12) Mar. 74, p. 45-7.

### POLICE

GYLYS, JULIUS A. The Interdependence of municipal and county policy forces : an economic analysis. *American Journal of Economic and Sociology*, 33(1) Jan. 74, p. 75-88.

NOORANI, A. G. Government, police and citizen. *Public Administration*, 12(1) Jan. 74, p. 15.

Police force is a statutory creation and its powers, functions and duties are defined by the law. The Government is not to instruct the police with regard to the method and manner of the performance of the various acts. Legislative mandate is to be carried out, regardless of the will of the executive, or, the citizen can secure judicial remedy.

### POLITICAL ATTITUDES

MUTTAGE, P. K. Attitude change : impact of training for democracy. *Indian Journal of Social Work* 35(1) Apr. 74, p. 47-56.

### POLITICAL CAMPAIGNS

BRAMS, STEVEN J. and DAVIS, MORTON D. The 3/2's rule in presidential campaigning. *American Political Science Review*, 68(1) Mar. 74, p. 113-34.

NOORANI, A. G. Financing poll campaigns. *Indian Express*, 26 June 74, p. 4.

### POLITICAL ETHICS

SALKEVER, STEPHEN S. Virtue, obligation and politics. *American Political Science Review*, 68(1) Mar. 74, p. 78-92.

### POLITICAL PARTIES

CALVALA, WILLIAM. Changing the rules changing the game : party report and the 1972 California delegation to the Democratic National Convention. *American Political Science Review*, 68(1) Mar. 74, p. 27-42. (Comments by Austin Ranney, p. 43-4.)

CHAMBERLAIN, CHRIS. The Growth of support for the Labour Party in Britain.

British Journal of Sociology, 24(4) Dec. 73, p. 474-89.

GLADDISH, K. R. Two-party versus multi-party: the Netherlands and Britain. *Parliamentary Affairs*, 26(4) Autumn 73, p. 454-70.

MAMMEN, P. M. The Multi-party system in Kerala. *Indian Political Science Review*, 8(2) July 74, p. 170-85.

SINGH, MAHENDRA PRATAP. The 1969 split in the Indian National Congress. *Journal of the Society for Study of State Governments*, 7(1) Jan.-Mar. 74, p. 52-68.

#### POLITICAL SCIENCE

DOWNIE, R. S. Analogies and relevance in political philosophy. *Political Studies*, 21(4) Dec. 73, p. 433-41.

GALLIE, W. B. An Ambiguity in the idea of politics and its practical implications. *Political Studies*, 21(4) Dec. 73, p. 442-52.

JAIN, C. M. and DOSHI, S. L. Bearing of sociology on political science: the Indian case. *Indian Journal of Political Science*, 35(1) Jan.-Mar. 74, p. 50-9.

NICHOLSON, PETER P. The Relationship between political theory and political practice. *Political Studies*, 21(4) Dec. 73, p. 467-80.

#### POLITICAL SOCIOLOGY

RICHERT, JEAN PIERRE. Political participation and political emancipation: the impact of cultural membership. *Western Political Quarterly*, 27(1) Mar. 74, p. 104-16.

#### POPULATION

BALDWIN, GEORGE B. "Population policy in developed countries". *Finance and Development*, 10(4) Dec. 73, p. 3-7.

#### POPULATION—ECONOMIC ASPECTS

JADHAV, L. G. Population growth in India and its economic implications. *Socialist India*, 8(19) 6 Apr. 74, p. 16-17.

#### POPULATION—MIGRATION

KIRSCHENBAUM, ALAN and COMAY, YOCHANAN. Dynamics of population attraction to new towns: the case of Israel. *Socio-Economic Planning Sciences*, 7(6) Dec. 73, p. 687-96.

#### POVERTY

DATT, RUDDAR. Poverty and economic growth in India. *Mainstream*, 12(43) 22 June 74, p. 16-21+

POVERTY, plans and administration. (Reports by Syndicate Study groups organised at the Academy). *Journal of the Lal Bahadur Shastri National Academy of Administration*, 18(3) Autumn 73, p. 319-480.

*Contents*: Poverty, plans and administration; The portrait of a poor man: a survey report; Transformation of agrarian structure; Cooperatives: credit institutions for the impoverished agriculturists; Industrial re-organization: village & small scale industries; Rural works and employment; Health, education and housing; Special programmes for backward areas and weaker sections; Role of district administration & district planning in eradication of poverty.

RANGNEKAR, SHARU S. Myrdal's challenge to Indian poverty. *Journal of the Lal Bahadur Shastri National Academy of Administration*, 18(3) Autumn 73, p. 492-8.

VIBHOOTI. Debate on poverty. *Economic Times*, 25 Apr. 74, p. 5; 26 Apr. 74, p. 5.

#### POWER (POLITICAL SCIENCE)

GUTMANN, DAVID. The Subjective politics of power: the dilemma of post-supergo man. *Social Research*, 40(4) Winter 73, p. 570-616.

#### PRESS

MEHER, M. R. Delinking ownership of newspapers from monopoly houses. *Capital*, 172(4308) 11 Apr. 74, p. 514.

#### PRESSURE GROUPS

PYM, BRIDGET. The Making of a successful pressure group. *British Journal of Sociology*, 24(4) Dec. 73, p. 448-61.

#### PRICES

MEHER, M. R. Searching new ideas for tackling price inflation. *Capital*, 172(4315) 30 May 74, p. 748-9.

#### PRIMARIES

JOHNSON, DONALD BRUCE and GIBSON, JAMES R. The Divisive primary



revisited : party activities in Iowa. *American Political Science Review*, 68(1) Mar. 74, p. 67-77.

## PRIME MINISTERS

JAIN, H. M. Decision-making at the centre : role of the prime minister in India. *Journal of the Society for Study of State Governments*, 7(1) Jan.-Mar. 74, p. 1-72.

The critics who view that the Prime Minister has become the sole monarch both at the Union and in the States often overlook the several in-built institutional checks and under-estimate their power to put restraints on the Prime Minister. An immediate source of restraint on the Prime Minister is the Cabinet and its Committees. Their proceedings point out that the Prime Minister has been quite eager to involve her colleagues in the decision making process at every stage. Apart from Mrs. Gandhi's pre-eminence in national politics, her popularity with the masses, her political skill and practical wisdom and her national and international stature, State leaders have been often willing to leave decisions on difficult and complex questions to the Prime Minister due to lack of local leadership or its failings. The Prime Minister is the creature of her party and is as strong as, and no more than, her colleagues allow him to be.

SHARAN, R. H. The Prime Minister in India : a study in personalities and social forces. *Journal of the Society for Study of State Governments*, 7(1) Jan.-Mar. 74, p. 35-51.

The Prime Minister by being the elected representative of the people and the leader, of the majority party in the House, acquires pre-eminence in the House, in the Council of Ministers, in the party and in the country. However, the role and position of the Prime Minister depend on the personality of the incumbent. Besides the personality of the person holding the office of the Prime Minister, the socio-economic conditions and the general political climate also contribute to the effectiveness of the role of the Prime Minister and to his pre-eminent position. The author has analysed the personalities of the three Prime Ministers—Jawaharlal Nehru, Lal Bahadur Shastri and Indira Gandhi—and the forces which have contributed to their making in order to assess their role and position as Prime Ministers and leaders of the masses.

## PRISONERS

SRIVASTAVA, S. P. Sex life in an Indian male prison. *Indian Journal of Social Work*, 35(1) Apr. 74, p. 21-33.

## PRIVACY

RHODES, GERALD. The Younger committee and research. *Public Administration (U. K.)*, 51 Winter 73, p. 449-60.

## PROGRAMME BUDGETING

GUPTA, SATYENDRA. Application of planning, programming and budgeting system to national and regional planning. *Management Accountant*, 9(4) Apr. 74, p. 245-8.

SHANI, MOSHE. The Planning-programming-budgeting system : the organizational dimension. *Administration*, 21(3) Autumn 73, p. 331-44.

## PROJECT MANAGEMENT

AJGAONKAR, R. B. Project appraisal on total energy basis. *Economic Times*, 15, June 74, p. 5.

ANANTHA KRISHNAN, P. R. Selection of capital projects in a developing country. *Management Accountant*, 9(2) Feb. 74, p. 90-3.

CHOWDHRY, S. B. Project appraisal. *Management Accountant*, 9(4) Apr. 74, p. 231-9.

SEHGAL, KRISHAN K. Aids to project management. *Economic Times*, 17 May 74, p. 5.

## PSYCHOLOGY

KOCH, SIGMUND. Theory and experiment in psychology. *Social Research*, 40(4) Winter 73, p. 691-707.

## PUBLIC ADMINISTRATION

CHATTOPADHYAY, P. How technocrats and bureaucrats can play a complementary role. *Capital*, 172 (4306) 20 March, 74, p. 426-8.

The third Pay Commission's report has reopened the long drawn debate whether technocrats or bureaucrats should be at the helm of affairs in Government departments. The solution lies in establishing greater rapport between the two groups so



that they can play a complementary role.  
—Reproduced.

**DAYAL, ISHWAR** (Indian Institute of Public Administration, New Delhi). Change in administration. *Economic Times*, 20 May 74, p. 5, 21 May 74, p. 5.

This article examines some of the aspects of administration that have been vigorously discussed in the past, but have defied solution. Foremost among them are delays, lack of clear achievement of results, inability to control expenditure and unresponsiveness to the citizen for whose benefit the whole system is supposed to have been evolved. Inter-dependence among the various aspects should be recognised. Certain changes are necessary for successful reforms. The administrative system has come to a stage of aimless drifting instead of acquiring a sense of direction and management. Redesigning of the work is necessary to introduce officer-oriented system.

The author has examined the organisational dynamics of centralization of decision-making in administration and it is shown that the centre of decision activity having shifted from the district to the State and Central Government, wasteful expenditure has increased and the distance between the decision-maker and the people for whom such decisions are made has become much wider.

No ready or convincing models of change in Government are available. The areas that cry for reforms are: (1) the areas of public policy; (2) the areas of change in the administrative organisation, especially in the financial administration, the personnel administration and training, and decentralisation of administrative authority; (3) the definition of roles and the understanding of the relationships between the administrator and the political elite. It is futile to set up commissions and committees to recommend improvements. First a new design involving new procedures and systems of working should be developed and then special skills can be inducted for implementing the new system.

**DOTSON, ARCH.** Administrative transfers, transplants and the immunology of new states: the case of Papua-New Guinea. *Public Administration* (Australia), 32(4) Dec. 73, p. 325-37.

**KREFETZ, SHARON PERLMAN and GOODMAN, ALLEN E.** Participation

for what or for whom? some considerations for research. *Journal of Comparative Administration*, 5(1) Nov. 73, p. 367-80.

**SHAH, K. K.** Streamlining administration. *Public Administration* (India), 12(3) Mar. 74, p. 3+

The weaknesses of present-day administration are described, and essentials of an efficient administrative set-up designed to meet the requirements of a welfare state are pointed out.

**SETH, PADMA.** Aspects of Norwegian public administration and industrial management. *Indian Administrative & Management Review*, 6(2) Apr.-June 74, p. 33-46.

**SMITH, B. C. and STANYER, J.** Administrative developments in 1971 and 1972: a survey. *Public Administration* (U. K.), 51 Winter 73, p. 361-410.

**SOCIAL equity and public administration:** a symposium. *Public Administration Review*, 34(1) Jan.-Feb. 74, p. 1-51.

*Contents:* Introductory comments, by H. George Frederickson; Social equity, justice, and the equitable administrator, by David K. Hart; Social equity and organizational man, by Michael M. Harmon; Social equity and the public service, by Eugene B. McGregor, Jr.; Social equity and social service productivity, by Stephen R. Chitwood; Social equity and fiscal federalism, by David O. Porter and Teddie Wood Porter; Statistical theory and equity in the delivery of social services, by Orion White, Jr. and Bruce L. Gates.

**TYABJI, BADR-UD-DIN.** Restoring decency to public life. *Indian Express*, 17 Apr. 74, p. 4; 18 Apr. 74, p. 4; also appeared in "Public Administration (India)" 12(4) Apr. 74, p. 3-6, under the title "Political & administrative problems".

The size of the government has increased enormously in recent years. Controls and regulations are hampering production. Corruption has become almost uncontrollable. To promote their own interests, the politicians want the civil service to be committed. Now the government needs best "specialist" talent to manage its increasing activities in the industrial, commercial and financial fields. The politicians should be kept out of policy implementation as much as possible. The first requirement for building a socialist society is the

maintenance of law and order and the essential services. Given the proper lead, the administration can be pulled up and restored to a reasonable standard of efficiency. That lead can only come from the Prime Minister who has personally received a massive mandate from the public. Suitable changes in the executive area of the Government are necessary to rejuvenate the administration and restore decency to our public life.

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SKOK, JAMES E. Participation in decision making: the bureaucracy and the community. *Western Political Quarterly*, 27(1) Mar. 74, p. 60-79.

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HAYDEN, BILL. Planning and integration of welfare services: an Australian government viewpoint. *Australian Journal of Social Issues*, 9(1) Feb. 74, p. 3-10.

MITCHELL, IAN S. Paradoxes in aboriginal welfare. *Australian Journal of Social Issues*, 9(1) Feb. 74, p. 56-60.

#### RADIO BROADCASTING

LUTHRA, H. R. What is happening in AIR. *Hindustan Times*, 18 Apr. 74, p. 5.

The avowed function of All India Radio is to broadcast programmes to inform, entertain and educate the people. But the proportion of expenditure on programmes is progressively declining. The major portion of the 'Programme Grant' is going towards salaried staff artistes. The rate of increase in staff is disproportionately high. On the programme side with abnormal increase in the category of staff artistes revitalisation through induction of fresh blood has been sacrificed. AIR needs

constructive policy-making at high levels and much patient work to undo the wrongs of many years to fulfil its original purpose of producing programmes.

MUZUMDAR, S. M. Five years of AIR commercials. *Hindustan Times*, 11 June 74, p. 5.

MUZUMDAR, S. M. Seven years of AIR commercials. *Economic Times*, 16 June 74, p. 5.

#### RAILWAYS—ADMINISTRATION

PATTABHIRAM, M. The Railway Board set-up. *Hindu*, 8 June, 74, p. 4.

The Railway Board is the central controlling authority, coordinating the functions of the various zonal railways and ensuring planned development of the railway system. This pattern is the result of historical evolution and according to the study team of Administrative Reforms Commission is the best possible arrangement. Political interference in the day-to-day working of railways is having a serious impact on the workload at all levels of management and this must stop. Unfortunately the authorities at the higher levels have become too much engrossed in details of minor importance with the result that they do not have enough time to attend to major issues.

#### RAILWAYS—PERSONNEL

KHANNA, K. C. Must railways run aground? wheels within twisted wheels. *Times of India*, 9 Apr. 74, p. 5.

#### REAL PROPERTY—TAXATION

HARRISS, C. LOWELL. Property taxation: what's good and what's bad about it. *American Journal of Economics and Sociology*, 33(1) Jan. 74, p. 89-102.

PRENTICE, P. I. Twelve ways to sell property tax reform. *American Journal of Economics and Sociology*, 33(1) Jan. 74, p. 103-11.

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KRISHNASWAMI, O. R. Area development approach and district planning. *Kurukshetra*, 22(17) 1 June 74, p. 4-5.

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### RESERVE BANK OF INDIA—LEGISLATIVE CONTROL

RAMAIIYA, A. RBI and parliamentary accountability. *Eastern Economist*, 62(15) 12 Apr. 74, p. 746-8.

### RIOTS

DESAI, A. R. The Gujarat struggle and its vilifiers. *Economic and Political Weekly*, 9(16) 20 Apr. 74, p. 625-6.

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SEMINAR on Strategies for Rural Development, (Report)—Seminar held during 9 & 10 February 1974. *Voluntary Action*, 16(1) Jan.-Feb. 74, p. 1-26 (complete issue).

*Contents* : Towards rural resurgence, by V. V. Giri : Rural development through voluntary action; Approach to rural development, by B. Rudramoorthy; AVARD's strategy for rural development, by P. M. Tripathi; Technology for rural India, by M. S. Iyengar; District planning for service centres, by Nayan S. Saini.

### RURAL—URBAN MIGRATION

FRANKLIN, GEORGE H. Migration, urbanisation and national development : the need for urban-rural cooperation in developing countries. *Journal of Administration Overseas*, 12(3) July 73, p. 172-8.

### SALARIES

RONAN, W. W. and ORGANT, G. J. Determinants of pay and pay satisfaction. *Personnel Psychology*, 26(4) Winter 73, p. 503-20.

### SCHEDULED CASTES AND TRIBES

RATH, R. From social isolation to stagnation : a study of scheduled caste groups. *Social Action*, 24(2) Apr.-June 74, p. 101-16.

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*Contents* : The problem, by B. K. Roy Burman; Constitutional safeguards, by Vimal Chandra; The only remedy, by Gora; The Touchables, by M. H. Ingle; The Dalits, by Arun Sadhu; New perspectives, by Surindar Suri; Books—a review article, by Bina Agarwal; Further reading : a select and relevant bibliography, by Devendra Kumar.

### SCHOOL OF TROPICAL MEDICINE

GANGULI, AMULYA. A Languishing institute : School of Tropical Medicine neglected. *Statesman*, 7 May 74, p. 4.

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*Contents* : Wanting and knowing, by Gwynn Nettler; The status of value in descriptive science, by George Schrader; Science values and policies, by Eugene J. Meehan; Values in scientific research, by Rubin Gotesky; On the complementarity of "partisan" and "objective" research.

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MISRA, R. C. Sikkim: on way to constitutional monarchy. *Mainstream*, 12 (35) 27 Apr. 74, p. 7-8.

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After the 1969 split in the Congress, the attainment of economic and social justice became the predominant concern of the government. A spate of radical policy declarations and legislations followed. The article penetrates through the rhetoric that has enveloped these policies, and identifies the actual forces that had shaped these policies. It also attempts to explore whether the measures contemplated by the government are in fact capable of realizing the social goals that are supposed to have inspired them.

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MURTHY, B. S. Social justice and weaker sections. *Journal of Parliamentary Information*, 20(2) Apr.-June 74, p. 263-8.

## SOCIAL MOBILITY

CONLISK, JOHN. Can equalization of

opportunity reduce social mobility? *American Economic Review*, 64(1) Mar. 74, p. 80-90.

## SOCIAL RESEARCH

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## STEEL INDUSTRY AND TRADE

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RAO, H. R. SESAGIRI. Move to split HSL: exercise in window-dressing? *Economic Times*, 19 Apr. 74, p. 5.

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**GUPTA, O. P.** Issues affect all government employees. *Patriot*, 7 May 74, p. 2.

**KARNIK, V. B.** Railway strike : an evaluation. *Economic Times*, 22 June 74, p. 5.

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**KHOSLA, G. S.** After the rail strike : wanted a new management philosophy. *Statesman*, 24 June 74, p. 4.

—Railway strike and after : workers demand in perspective. *Times of India*, 28 May 74, p. 4.

**MEHER, M. R.** Failure of the railway strike : lessons for workers. *Capital*, 172 (4317) 13 June 74, p. 850.

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**MEHTA, R. L.** Strikes in essential services. *Hindustan Times*, 16, Apr. 74, p. 5.

**MUKERJEE, DILIP.** After the rail strike : a welter of uncertainties. *Times of India*, 18 May 74, p. 4.

**NAYAR, KULDIP.** Mistaken notions about the railway strike. *Statesman*, 7 June 74, p. 4.

**PATTABHIRAM, M.** Failure of strike as a labour weapon. *Hindu* 30 May 74, p. 6.

**SEN, A. K.** Why talks went off the track. *Hindustan Times*, 20 May 74, p. 4.

**SINGH, S. NIHAL.** Meeting the rail strike head-on. *Statesman*, 9 May 74, p. 4.

**THAPAR, ROMESH.** The Politics of the strike. *Economic and Political Weekly*, 9(23) 8 June 74, p. 887-8.

#### STUDENT WITHDRAWALS

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#### STUDENTS

**JOHN, V.V.** What students can do : inventing their own university. *Times of India*, 17 May 74, p. 4.

**THE STUDENTS speak :** a symposium on the causes of unrest on the campus. *Seminar*, (176) Apr. 74, p. 9-42 (complete issue.)

*Contents :* The problem, by Pavan Verma; Roots of discontent, by Ravi Shankar Srivasava ; Class alignments, by Shri Prakash ; Leadership, by Pradeep Singh; Her Story, by Sadhana Rana ; Gujarat Revolt, by Arun Jaitley.

#### SUGAR INDUSTRY

**THAKUR, B.** Cost structure of the sugar industry and sugar price policy. *Management Accountant*, 9 (4) Apr. 74, p. 249-51.

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**PAINE, FRANK T.** and **GANNON, MARTIN J.** Job attitudes of supervisors and managers. *Personnel Psychology*, 26 (4) Winter 73, p. 521-9.

#### SYSTEM ANALYSIS

**BASU, SAMBHU N.** Systems analysis, a tool for problem solving : a survey. *Management Accountant*, 9 (6) June 74, p. 419-26.

#### TAX-EXEMPTION

**BAGCHI, AMARESH.** Efficacy of tax incentives : "tax expenditure analysis" and its relevance for India. *Economic and Political Weekly*, 9 (24) 15 June 74, p. 951-960.

#### TAXATION

**SRIVASTAVA, GIRISH K.** Incidence of commercial taxes in Rajasthan. *Eastern Economist* 62 (23) 7 June 74, p. 116-18.

#### TAXATION—EVASION AND AVOIDANCE

**GUPTA, A.K. DAS.** Tax concession as a remedy for evasion. *Economic and Political Weekly*, 9 (22) 1 June 74, p. 875-6.

#### TEA INDUSTRY AND TRADE

**ROY, HIMANSU.** On restructuring tea auctions. *Commerce*, 128 (3291) 8 June 74, p. 827-9.

#### TECHNICAL WORKERS

**DAS, S.K.** Finding employment for foreign trained technical personnel. *Capital*, 172 (4313) 16 May 74, p. 676.

## TECHNOLOGY

GREGORY, R. G. and JONES, DENIS W. Do new factories embody best practice technology? *Economic Journal*, 83 (332) Dec. 73, p. 1133-55.

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JHA, L. K. Technology and survival. *Hindustan Times*, 14 Apr. 74, p. 1.

KHANNA, K. C. Transfer of technology; BARC faces an uphill task. *Times of India*, 5 June 74, p. 4.

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KLOMAN, ERASMUS H. Public participation in technology assessment. *Public Administration Review*, 34(1) Jan.-Feb. 74, p. 52-61.

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GAPPERT, GARY. Some potential benefits and costs of cable television. *American Journal of Economics and Sociology*, 33(1) Jan. 74, p. 59-63.

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## TENANTS

PUNEKAR, S. D. and others. Socio-economic survey of Maharashtra Housing Board tenants at Malwani. *Indian Journal of Social Work*, 35(1) Apr. 74, p. 41-5.

## THEATRES

TANVIR, HABIB. Theatre is in the villages. *Social Scientist*, 2(10) May 74, p. 32-41.

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ORR, ROBERT. Reflections on totalitarianism: leading to reflections on two ways of theorizing. *Political Studies*, 21(4) Dec. 73, p. 481-9.

## TRAINING

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FARNSWORTH, TERRY. How to manage development. *Management Today*, Feb. 74, p. 93-6+

JOSEPH, P. M. A Comparative study of training practices in differing cultures. *Lok Udyog*, 7(12) Mar. 74, p. 25-31.

MORANO, RICHARD. Determining organizational training needs. *Personnel Psychology*, 26(4) Winter 73, p. 479-87.

SAXENA, A. P. (Department of Personnel & Administrative Reforms). Identification of training needs: a group approach. *Indian Journal of Public Administration*, 20(3) Jan.-Mar. 74, p. 98-107.

—OD training in government. *Management in Government*, 5(3) Oct.-Dec. 73, p. 209-17.

The objectives of OD (Organization Development) relevant in the context of governmental operations are: (1) to increase the sense of "ownership" of organization objectives throughout the work force; (2) to help managers to manage according to relevant objectives rather than according to "past practices" or according to objectives which do not make sense for one's area of responsibility. There are three essential related ingredients pertinent to situations in government: (a) question of organizational design; (b) question of inter-personal relationship, and (c) question of policy framework. The overall picture regarding the three ingredients as background to organization development in government is not very encouraging. An approach based on OD could be applied. The need for training is self evident. The article lists the objectives, and design of two possible training programmes (a) management of organization; (b) leadership and organizational innovation. Three training methods are also cited: (a) lectures by government personnel, university professors and public leaders followed by



discussion sessions; (b) selected readings to be available before and during the course; (c) projects conducted by small groups to be reported to the entire class at the end of the programme.

**VARADAN, M.S.S.** Training for better performance. *Hindu*, 25 Apr. 74, p. 6.

The credibility gap between planning and performance is increasing. While there is planning of performances what is lacking is planning for performance and planning by performance. Organisation structures will have to permit democratisation of decision making based on task specialisation rather than being bureaucratic and hierarchical. A suitable reward system that reflects the differences in the performance levels is necessary. Training for better performance calls for a systems approach, which identifies all the elements of what better performance constitutes and comprehensively dealing with them.

#### TRAINING—EXECUTIVES

**SETHI, NARENDRA K.** An Action plan for training international marketing executives: some thoughts on curriculum building. *Integrated Management*, Mar. 74, p. 33-9.

#### TRAINING—LOCAL GOVERNMENT

**MEREDITH, G. P.** The Changing role of the training officer in local government. *Local Government Studies*, Feb. 74, p. 53-7.

#### TRAINING—PERSONNEL, PUBLIC

**HARAGOPAL, G.** (Usmania University, Warrangal) and **MANOHAR, K. MURALI.** (Chanda Kantaiiah Memorial College, Warrangal) Training for indoor staff: an inquiry into the needs and attitudes. *Indian Journal of Public Administration*, 20(1) Jan.-Mar. 74, p. 73-97.

Based on a sample drawn from the indoor staff working at the lower levels at a district headquarter in the Telangana region of Andhra Pradesh, this study proposes to enquire into the training needs, existing facilities and the employees' attitude towards training programme. It is contended that the lesser the extent of the training received, the lesser is the efficiency of the organisation in spite of the top level civil servants' efficiency. The employees had entered the job because of various compulsions and not because they were interested in the nature of work. They were engaged

without the necessary attitudes and skills. The training facilities are inadequate. The employees who underwent training were trained only once for a short duration, and were not sent to any training institute. The employees attitude towards training is healthy, and they feel that the training would improve the efficiency level.

#### UNEMPLOYMENT

**AGARWALA, VIRENDRA.** Tackling unemployment. *Khadi Gramodyog*, 20 (5) Feb. 74, p. 238-41.

**SHUKLA, V.P. and MAROTHIA, D. K.** Planning for employment in Madhya Pradesh. *Khadi Gramodyog*, 10 (6) Mar. 74, p. 311-17.

#### UNION MANAGEMENT COOPERATION

**KERPPOLA, KLAUS.** Participatory administration and teamwork in labour-management cooperation. *American Journal of Economics and Sociology*, 33(1) Jan. 74, p. 19-31.

#### URBAN RESEARCH

**PERLOFF, HARVEY S.** The Development of urban economics in the United States. *Urban Studies*, 10(3) Oct. 73, p. 289-301.

#### URBANISATION

**MURICKAN, J.** Urban population growth; implications for India and S. Asia. *Social Action*, 24 (2) Apr.-June 74, p. 158-74.

**VERGHESE, B.G.** The Inadvertent city. *Hindustan Times*, 16 June 74, p. 4.

#### VILLAGE PANCHAYATS

**LEONI, M. P.** Panchayati raj in the eyes of the younger generation. *Kurukshetra*, 22 (17) 1 June 74, p. 7-9.

**MATHAI, JONATHAN SAMUEL.** Panchayati raj in the eyes of the youth. *Kurukshetra*, 22 (14) 16 Apr. 74, p. 9-11.

**MEENA, L.** Panchayati raj in the eyes of the youth. *Kurukshetra*, 22 (16) 16 May 74, p. 16-17.

**PURANIK, S.N.** (T.C. College, Baramati) Administration and politics in the context of panchayati raj. *Indian Journal of Public Administration*, 20(1) Jan.-Mar. 74, p. 108-17



An empirical study on the relationship between officials and non-officials in the Taluka Panchayat Samiti at Aurangabad in Maharashtra State showed that the relationship is really central to all administrative problems like supervision, control, coordination, administrative improvement etc. It also showed that the cordial relationship between these two functionaries is important for the satisfactory performance of the basic functions of the system. The problem involves not only the different types of persons and their attitudes and prejudices but also certain structural and non-structural matters or administrative tendencies. Situational factors like the political linkages of the non-officials, the political complexion of democratic bodies impinge upon the legitimate field of the administrator. This has adversely affected the overall tone of the administration.

**ROY CHOWDHURY JYOTIRMOY BASU.** Panchayat legislation in West Bengal, Kurukshetra, 22 (17) 1 June 74, p. 6.

The article scrutinizes briefly the contents of the West Bengal Panchayat Bill, 1973.

**SINGA, ANTER.** (Banasthali Vidyapith, Rajasthan). The Contribution of panchayati raj to administrative efficiency: an observational study. *Indian Journal of Public Administration*, 20 (1) Jan.-Mar. 74, p. 118-26.

The author observed the meetings of the three institutions, two at the district level in Tonk district of Rajasthan, and one at the Panchayat Samiti level in one block of the same district, and studied the attitudes of officials, non-officials and the public, to see whether the Panchayati Raj and other institutions, which are an offshoot of these institutions have directly or indirectly contributed to the efficient implementation of the programmes envisaged at the district level.

The criteria of efficiency studied are decision-making, peoples participation, coordination, communication, and control. It is concluded that these institutions are contributing significantly to the administrative efficiency, but this can not be generalized as the area of this study is too limited.

#### VILLAGE PANCHAYATS—FINANCE

**SHARMA, B.R.** (Assistant Commissioner,

Employment, Udhampur). Panchayat resources. *Kurukshetra*, 22 (18) 15 June 74, p. 15.

Village panchayats should have definite and assured source of the tax revenue, and this should be secured by the inclusion in the Constitution of a separate list of taxes which could be levied exclusively by and for the panchayats.

#### VILLAGE PANCHAYATS—PERSONNEL

**SHARMA, RAVINDRA.** Personnel administration under Panchayati Raj. *Indian Journal of Public Administration*, 20 (1) Jan.-Mar. 74, p. 127-46.

Based on (a) the study of the reports, acts, gazettes, books and journals; (b) interviews, both formal and informal, with the Panchayati Raj personnel, the Secretary employees, and members of the Commission; and (c) field observation, the article attempts to present a case study of the organisation and working of the Rajasthan Panchayat Samitis and Zila Parishads Service Selection Commission during the period 1959-1970.

#### VOTING

**ABRAMSON, PAUL R.** Generational change in American electoral behavior. *American Political Science Review*, 68 (1) Mar. 74, p. 93-105.

#### WAGES

**GOKHALE, R.G.** Wage policy: problem of DA. *Economic Times*, 17 June 74, p. 8.

**KURIEN, C.T.** A Rational wage income policy? *Commerce*, 128 (3290) June 1, 74, p. 781.

**MEHTA, BALRAJ.** Wage system hits the rocks. *Indian Express*, 17 May 74, p. 4.

**PATTABHIRAM M.** Wages policy: Labour Ministry's view. *Hindu*, 18 June 74, p. 6.

**SINGH, GOVIND NARAIN.** Linking wage with productivity. *National Herald*, 3 June 74, p. 5, 4 June 74, p. 5.

#### WATER UTILIZATION

**KAUL, S.N.** On water-use in India. *Margin*, 6 (3) Apr. 74, p. 146-56

**WEALTH, DISTRIBUTION OF**

JAKHADE, V. M. and SHETTY, S. L. Distribution of urban household wealth in India. *Economic and Political Weekly*, 9 (17) 27 Apr. 74, p. 676-82; 9 (18) 4 May 74, p. 727-34.

of multiple regression analysis in work measurement and staffing control. *Work Study & Management Services*, 17 (12) Dec. 73, p. 872-4.

**ZAMBIA—POLITICS****WORK MEASUREMENT**

EKSZTAJN, YESHAYAHU S. The Use

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# DIGEST OF PUBLIC DOCUMENTS

India. Ministry of Home Affairs. Report of the Committee on Police Training. New Delhi, The Ministry, 1974. viii, 318 p.

The Government of India constituted in 1971 the Committee on Police Training under the chairmanship of *Prof. M. S. Gore*, with the following terms of reference :

## TERMS OF REFERENCE

“(1) The objectives which should govern all arrangements for the training of Police Officers in the socio-economic background of the country and our value systems and the continuing impact of science and technology not only on social norms and behaviour but also on the methodology of Government and its functionaries. (2) Basic shortcomings in the arrangement for the training of Police Officers under the Centre and in the States. (3) (i) Measures to be taken to bring about the desired improvement in the existing state of affairs and in particular in respect of the following points : (a) whether it is necessary to set up any more institutions for this purpose either under the Centre or in the States; (b) whether it is necessary to start any new refresher/specialist courses for any one or more categories of Police Officers; (c) in what manner the curricula of the existing courses may be revised; (d) what modern aids to and methods of instruction can be usefully employed in the training of Police Officers; (e) what steps are necessary to improve the quality of instructors in Police Training Institutions; (f) what means are necessary to produce the educative literature that is necessary for this purpose; and (g) improvement in the relations between the police force and the public based on mutual trust, confidence and cooperation. (ii) Educational and other qualifications prescribed for and methods of recruitment of Police officers of various ranks so that they may be able to benefit from improvement of training arrangements. (iii) Any other matter considered relevant to this subject”.

## SUMMARY OF RECOMMENDATIONS

### *Objectives*

(1) The objectives of the training of police officers will be the inculcation of knowled-

ge and professional skills and the development of attitudes appropriate to their work and the people they come into contact with. Police training should, in addition, be given the necessary bias for science and technology.

(2) The training programmes must aim at providing a professional leadership. The trainees should develop an enquiring mind receptive to new ideas and a restless spirit which urges constantly to find ways of doing assigned tasks better and more efficiently and to keep away from cynicism and the line of least resistance.

(3) There should be a phased in-service training programme in the form of refresher, orientation, specialised, middle level and senior level courses, besides the induction training of new recruits at different levels to make training purposeful and effective for the attainment of the goals of the organisation. For the higher level officers, there should be a greater input of managerial and conceptual skills in the training programmes.

(4) In-service training courses should be linked with the channels of promotion to various levels of higher responsibility to ensure better motivation and greater effectiveness in the field. Persons who have undergone particular courses must be assigned to jobs where they can make use of the training imparted to them to ensure that they do not develop a cynical attitude to training which may infect others.

(5) Police officers at all levels must be so trained as to see themselves as persons who can offer help or counsel to those below them and facilitate their growth.

## POLICE TRAINING IN THE NEW SOCIAL CONTEXT

The role of the police in India has to be viewed in the perspective of the historical process, the change in the social situation, the values and aspirations of a developing

society and the shape of things to come in the next decade or two. With the changing concept of the role of the police organization, the following considerations deserve special emphasis in the training of the police :

(1) (i) Loyalty to the Constitution, commitment to the goals of the nation and the concepts of an egalitarian society. and the need for national integration. (ii) Awareness of the problems that arise in the wake of the developmental process including conflicts, social disorganisation, scarcity and controls, regional imbalances, etc. (iii) A deep social awareness for comprehending and reacting to complex situations. (iv) Development of analytical and innovative skills since situations will continue to change and no ready-made solutions can be prescribed. (v) A new orientation in dealing with the masses who come from various strata of society. (vi) The need for the application of scientific techniques, management concepts and skills, constructive attitudes and values in police work.

#### IMPACT OF SCIENCE AND TECHNOLOGY

(1) The increasing application of science and technology to police work will necessarily involve the employment of a large-number of scientific and technical personnel to man the information systems, wire less and electronic branches, forensic science laboratories and automobile or transport and armament sections of police force. Comprehensive arrangements will be needed for the training of technical personnel of various categories in the maintenance and use of scientific equipment. They should also be given some basic training in police work. The full details of courses for such personnel should be worked out in consultation with the concerned specialists. The largest requirement of technical personnel will be in the field of electronics, including computer technology and, while the training of the subordinate staff will have to be undertaken by the states, the training of the gazetted officers of the wireless and electronics branches of the police forces may have to be undertaken in a separate institution to be set up for this purpose by the Central Government. The Institute of Criminology and Forensic Science should develop other courses so as to cover all branches of forensic science.

(2) The Governments should make reasonable investments in research and development work to promote the induction of

science and technology into police work in India.

#### RECRUITMENT

(1) Recruitment procedures must keep in view the need for selecting the best and most suitable men in relation to the functions not only of the rank to which recruitment is made but also of the higher ranks to which the candidate may become eligible in course of time. These procedures should, therefore, be so devised that they are free from political, personal or corruptive influences.

(2) The composition of the community should be reflected in the police force to the extent possible and it is necessary to ensure that no bias operates against any section of the people in the recruitment process. If any particular section is not represented adequately, the reasons for this may be looked into for necessary action.

(3) In backward regions, where the overall educational standard has either not risen high enough or qualified candidates are attracted away to better jobs, the relaxation in educational qualifications granted by the State Governments may continue in the case of the scheduled castes/scheduled tribes for five years, when this question may be reviewed.

(4) As candidates from the urban areas are reluctant to join the police, particularly the constabulary, because of more attractive emoluments and easier working conditions in other comparable jobs in the public and private sectors, the pay scales and service conditions of the urban police need to be improved to attract persons with an urban base to meet the needs of urban policing.

(5) As a great deal of research work is necessary to develop suitable psychological tests, a small cell of one or two psychologists should be set up in the Bureau of Police Research and Development to develop them expeditiously. An Advisory Committee of senior psychologists should be associated with the work of this cell.

(6) Selected psychologists may be attached to all police forces to function in the first instance as counselling psychologists.

(7) For recruitment to the higher ranks of the police, it is necessary to assess the qualities of leadership, decision-making, task performance and the capacity to withstand stresses and strain. The test

employed by the Army to evaluate these qualities may be adopted or other suitable tests developed for this purpose.

(8) A high power committee may be set up by the Ministries of Home Affairs and Education, consisting of representatives of the Police, the Universities and the University Grants Commission, to examine the question of introducing some aspects of police administration in academic courses and starting a Police Cadet Corps on the lines of the national Cadet Corps.

(9) The instructions issued by the Ministry of Home Affairs for the inclusion of a police programme in the National Service Corps scheme should be implemented with earnestness by the State Governments. Students who have participated in this programme should be given some preferential treatment in the recruitment of Constables and Sub-Inspectors.

(10) The present facilities for the study of criminology in the universities are not adequate for the needs of the country. The University Grants Commission should make larger investments to facilitate the opening of departments of criminology in at least one University in every State and more than one in the bigger States. It should be made one of the optional subjects for the competitive examinations held at the Centre and in the States.

(11) The educational and physical qualifications for the recruitment of Constables, both in the unarmed and armed branches of the police should be as follows: (i) The High School examination or its equivalent should be the minimum educational qualification. Suitable advance increments should be given to candidates with higher qualifications. (ii) The minimum age should be eighteen years and the maximum 20. It may be relaxed up to two years for those possessing higher educational qualifications. For scheduled castes/tribes, relaxation may be given up to five years, but the gap between the completion of education and entry into the police should not be more than three years. (iii) The minimum height should not be less than 167.64 cm (5'6") in general and 165 cm (5'5") in the case of men from the hill and tribal areas. This may be raised or relaxed in the different States or for selected area of a particular State for ethnological reasons. (iv) The minimum chest measurement should be 78.74 cm (31") unexpanded and 83.82 cm (33") expanded for those whose thigh is 167.64 cm (5'6") and 76.5 cm (30") unexpanded and 81.28" cm (32")

expanded for those whose height is less. (v) Standard age-height-weight correlation tables should be consulted while prescribing the minimum weight limits so that these may be in accord with the height limits adopted by the different States/Union Territories.

(12) The following procedure should be adopted for the recruitment of Constables:

(i) Extensive publicity should be given to the recruitment programme. (ii) Recruitment should be made one month prior to the commencement of the course in the police training school/Armed training centre. The course may be staggered in the different schools in a State so that recruitment may be a continuous process and vacancies do not accumulate. (iii) Recruitment to the unarmed branch should be district-based and that to the armed branch unit-based. Since the qualifications for both branches are the same, recruitment to both may be made jointly. (iv) After the candidates have been screened with regard to the prescribed educational, physical and age qualifications, a physical test should be administered to them on the model of the one-star National Physical Efficiency Test. (v) Those who qualify in the physical test should be subjected to I. Q. tests. Candidates whose I. Q. rating is below a pre-determined level should be dropped. (vi) The final selection may be made by a board consisting of the Superintendent of Police of the district/the Commandant of an armed reserve battalion and two other officers, who should preferably include a representative of the police training school. (vii) Selected candidates should be subjected to a medical examination. Comprehensive instructions should be drawn up and issued in every State for the guidance of the medical officers in this regard. (viii) The character and antecedents of the selected candidates may be verified as at present.

(13) The educational and physical qualifications for the recruitment of Sub-Inspectors, both in the un-armed and armed branches of the police should be as follows:

(i) A graduate degree from a recognised university should be the minimum educational qualification. (ii) The minimum age limit should be 20 years and the maximum 23. For postgraduates relaxation may be given up to two years, and for scheduled castes/tribes candidates up to five years; the gap between the completion of education and entry into the police should not exceed three years. (iii) The physical qualifications should be the same as for Constables.



(14) In Punjab, Haryana and Himachal Pradesh, direct recruitment should be made at the level of Sub-Inspector, the rank of Assistant Sub-Inspector being left entirely to promotion.

(15) The detailed procedure for the selection of Sub-Inspectors which should be handed over to the State Public Service Commission may be as follows: (i) Physical efficiency tests may be organised in districts by the Commission through the agency of a board convened by the Superintendent of Police. (ii) Those qualifying in the tests should be permitted to appear in the written competitive examination to be conducted by the commission, which should consist of three papers, *i. e.*, Essay, General Knowledge I (Current Affairs and History) and General Knowledge II (Science and Geography), each carrying a maximum of 100 marks. (iii) So long as comprehensive psychological tests are available, the candidates qualifying in the written examination should be subjected to a few simple aptitude tests carrying 100 marks, somewhat on the lines of those employed by the Services Selection Centres, by a selection board presided over by the Inspector General/Deputy Inspector General, Training, assisted by group testing officers. The candidates should then be interviewed by a selection board consisting of a member of the State Public Service Commission, Inspector General/Deputy Inspector General, Training, one Deputy Inspector General/Superintendent of Police and the State Psychologist. The board should allot marks for the interview out of a maximum of 100. Candidates holding a degree or diploma in criminology may be given some weightage in the interview. (iv) The marks obtained in the interview should be added to those obtained in the written examination and in the aptitude tests for drawing up the merit list. The vacancies existing should be offered to candidates from this list strictly in order of merit. Suitable candidates could be earmarked from this list for appointment as Reserve Sub-Inspectors or as Platoon Commanders in the armed police. (v) Candidates finally selected should be subjected to a thorough medical examination and verification of antecedents.

(16) A reasonable percentage of vacancies in the rank of Sub-Inspector should be reserved for promotion from the lower ranks of the force. This should be raised to 50 per cent in due course.

(17) The promotion quota for appointment to the rank of Deputy Superintendent should be increased gradually and direct

recruitment in the States, where it exists, should be discontinued in a period of five years. This may necessitate some amendment in Rule 4 of the I.P.S. (Appointment by Promotion) Regulations, 1955.

(18) To attract candidates with better academic calibre and superior personality, the lower age limit for the I.P.S. should be raised to 21 years and the written examination and the marks for personality test should be the same as for the I.A.S. The range of the optimal subjects for the written examination should be widened to include criminology and electronics.

(19) Similar tests as are held for the Commissioned Officers in the Defence Services should be suitably adapted to the special requirements of the police, should be introduced as a part of the personality test for candidates for the I.P.S. as soon as they have been developed and trained officers are available to administer them.

## TRAINING

### *Training of Gazetted Police Officers*

1. The I.P.S. probationers should continue to undergo the foundational course at the Lal Bahadur Shastri Academy of Administration.
2. The I.P.S. probationers, who are the potential leaders of the force, must be equipped with all such professional knowledge, skills and attitudes as will not only prepare them for the effective performance of their tasks but also for higher responsibilities. These officers must be thoroughly trained in the various and latest techniques of all aspects of their professional duties and should be helped to develop a proper sense of values, faith in the rule of law and a spirit of public service.
3. The physical fitness programme must not only build up physical toughness and stamina but should also ensure that officers maintain their interest in keeping fit throughout their service.
4. The trainees should be taken in convenient batches to the field to observe real life situations after discussing different problems in the class-room. This will mean careful structuring of the training schedule in the light of the facilities and/or opportunities available.

5. As long as the existing three weeks study-cum-cultural tour cannot be converted into a part of the programme of concurrent field exposure, the probationers should be taken to fewer places and more time should be provided in their programme to study the problems relating to the subjects on which they have been given instruction.
6. Practical training should be related to instructions received in the institution and the latter must take note of the field conditions and seek to provide practical answers to real life problems. There should be due emphasis on night work during practical field training. The probationers should go back to the N.P.A. for a month to round off this training.
7. One Assistant Director of the N.P.A. should be made responsible for overseeing the practical training of a group of about ten probationers. These officers will meet the probationers and the senior officers designated to look after them in the States from time to time during the course of their practical training and apprise the latter of the shortcomings, if any. The State should send annual progress reports to the N.P.A. on I.P.S. probationers for five years after they have passed out in order that their performance in the field can be evaluated and compared with the assessment made at the N.P.A.
8. If the concurrent field exposure cannot be arranged because of the non-availability of facilities in the vicinity of the Academy, the alternative would be a sandwich pattern of training. Outdoor training will go on during both periods at the Academy and the institutional and post-institutional training will have to be split up and inter-woven.
9. The splitting up of the institutional and the practical training, each into two parts, as envisaged in the sandwich pattern of training, will not be conducive to the training programme as a whole to achieving its objectives in an effective manner which is so necessary for successful police work in the present difficult times. The N.P.A. should be located, therefore, at a place where facilities for field exposure are readily available.
10. The daily schedule of present system of outdoor work, like P. T. and Drill at the N.P.A. should be revised as suggested.
11. In view of the addition of important subjects to the syllabus, like the Role of the Police in Modern India, Management Concepts and Techniques and Human Behaviour and Police Attitudes, the total period of training of I.P.S. probationers at the N.P.A. may have to be extended to fifteen months.
12. Formal evaluation, through written examinations in theoretical subjects and practical tests in outdoor work, should be accompanied by an informal evaluation through question and answer sessions in the class-room, group discussions, role playing and other problem oriented exercises, tutorials, etc.
13. To remove the shortcomings in the present system of written examinations and to improve their reliability as a method of evaluation : (i) The paper should incorporate essay, short answer and objective type questions, so as to test theoretical knowledge as well as higher abilities. Questions of each type should be placed in a separate section with a separate time limit. Their proportion *inter se* should be determined according to the scope of the different subjects. (ii) No option should be permitted in the short-answer and objective type of questions. The options in the essay type of questions should be based essentially on the same topic, test the same ability or objective of instruction, and be of the same level of difficulty. (iii) A specific percentage of marks should be allotted to each major area of the subject to discourage selective study. (iv) The examiner should prepare a marking scheme, which gives an outline of the correct answers and the marks to be allotted to the various aspects of the answer at the same time when he sets the question paper.
14. For the evaluation of practical work and personal and social qualities, various items should be listed and rating scales for their evaluation developed as per suggestions.



15. Pending research into effective ways of assessing attitudes, this should be attempted through observation of how the trainees behave in different situations by all the teachers, who should maintain a personal record for each trainee.
16. The final examination of the I.P.S. probationers should be conducted according to the new pattern suggested.
17. Apart from the senior officers course, there should be courses of about two to three weeks duration in the various functional areas of police administration and in the techniques of management for officers of about six to ten years service.
18. Officers who are due to be promoted or have been promoted as Deputy Inspectors General should go through a police executive development programme of four to six weeks duration as detailed.
19. Police officers of appropriate seniority should be sent to advanced training institutions abroad also on a well planned basis.
20. After an officer has put in five years as a Deputy Superintendent after his initial training, he should attend a refresher course of eight weeks duration to be conducted at the police training college. Officers not promoted should attend another refresher course on completing about ten to fifteen years service. The syllabus of the course is suggested.
21. There should be a ten weeks course for Inspectors selected for promotion to the rank of Deputy Superintendent. The content of this course should be the same of the refresher course for Deputy Superintendents and in addition, they should be given instruction in the supervision of the work of the reserve police lines and the various branches of the district police office.
2. The daily schedule at the police training colleges should be modified on the lines of the schedule drawn up by us for the I.P.S. probationers' course.
3. The evaluation of the progress of the trainees should be done on the lines recommended by us for the I.P.S. probationers.
4. The practical training of Sub-Inspectors should be for a period of twelve months and should aim at the development of the total personality of the trainee and his character and attitudes. Since a lot of police work is performed at night, there should be due emphasis on night work during practical training also.
5. The responsibility for the practical training of Sub-Inspectors during their attachment to a police station should vest in the officer incharge and the Circle Inspector concerned, who should be carefully selected for this purpose. Officers who have imparted good training should be given due credit and an entry should be made in their service rolls stating the names of the probationers trained.
6. The trainee Sub-Inspectors should submit weekly work diary to the Deputy Superintendent, Training, through the officer under whom they are posted. The Deputy Superintendent, Training, should meet the probationers once a month and submit monthly progress reports on the probationers to the Superintendent of Police with a copy to the Inspector General/Deputy Inspector General, Training. The latter should visit the districts once a year and make an assessment on the basis of the progress reports and interviews of the probationers. Those found below standard should be recommended for termination of services or extension of the period of probation as merited. The evaluated report of the Inspector General/Deputy Inspector General, Training, should be filed in the probationer's personal record. Inspecting officers, including the range Deputy Inspector General, should see the probationers as frequently as possible, to assess their progress. Their remarks should be communicated to the Inspector General/Deputy Inspector General, Training.

#### *Training of Sub-Inspectors*

1. Integrated teaching and concurrent field exposure should be introduced in the training of Sub-Inspectors also. This would help to place class room learning in the perspective of real life situations under proper guidance.

7. Sub-Inspectors who have completed 25 years of service or 50 years of age, those who have a persistently unsatisfactory record of service and officers who have done a promotion course or have been approved for a promotion need not attend a refresher course. These courses should be utilised to identify officers who are suitable for or have aptitude for instructional work or particular areas of specialisation. Officers who have put in about seven years service should be required to undergo a refresher course of six to eight weeks duration in the police training college. Inspectors should also attend the above refresher course, provided they have not already gone through it or attended a promotion course.
8. The following specialised courses should be organised for Sub-Inspectors: (i) A six to eight weeks course on crowd control; (ii) A course on intelligence work for officers transferred from the executive to the special/intelligence branch; (iii) A six to eight weeks course on the investigation of fraud, embezzlement, organised rackets and economic offences; (iv) A four weeks course on the role of the police in dealing with juvenile delinquency; and (v) A two weeks course in police community relations. These specialist courses would be useful for Inspectors and Deputy Superintendents also.
9. The following promotion courses should be organised: (i) A three months course for Assistant Sub-Inspectors selected for promotion to the rank of Sub-Inspector. In States in which there are no Assistant Sub-Inspectors and Head Constables are promoted directly as Sub-Inspectors, the duration of this course may be six months. In States where Constables are also eligible for promotion to the rank of sub-Inspector, those selected for such promotion should undergo the basic course for direct Sub-Inspectors. (ii) A six to eight weeks course for Sub-Inspectors selected for promotion to the rank of Circle Inspector. This course may not be necessary in States where an Inspector has no supervisory functions.
10. States where Sub-Inspectors are used as prosecutors should also have a cadre of Assistant Police Prosecutors. Being law graduates, they will need to learn only the minor Acts which are of relevance to police work, forensic medicine and forensic science. The subjects for their examination should, however, include the I.P.C., the Cr. P.C and the Indian Evidence Act. Their training will have to lay stress on investigation and court procedures. They should be familiar with the duties and responsibilities of the police in the prevention and detection of crime and the elements of criminology and must know how to behave with witnesses. They should be imparted basic training for a duration of six months in the police training college as per the suggested syllabus.
11. After the institutional training, the Assistant Police Prosecutors should be imparted practical training for a period of three months, including attachment to a medium sized police station for one month and to the prosecution branch for two months.
12. After an Assistant Police Prosecutor has put in a service of about eight years, he should be required to undergo a refresher course of six to eight weeks duration. In this course, he should be given instruction in the latest advances in forensic science and forensic medicine, new legislation and important rulings.

#### *Training of Constables*

1. The training of Constable should concentrate on imparting professional skills and developing his abilities and attitudes in such a way as will enable him to discharge his functions effectively.
2. The physical fitness programme should be conducted in the morning. All other outdoor training could be conducted in the afternoon. In view of the importance of night work for the police the entire training programme for a particular day may be conducted at night once a month.
3. Examinations and/or tests should be conducted from time to time throughout the course.
4. The guide scheme should be introduced in the police training schools also.

5. A system of practical training of Constables should be introduced in all States.
6. During the first few years of their service, Constables of the civil police should not be posted to the reserve lines where they would either form part of the reserve or perform mechanical duties. They should spend the first three years in police stations so that they can acquire proficiency through experience of field work. In order to give them an incentive to learn their work intelligently and to perform it efficiently, they should be allowed to take the examination for promotion to the rank of Head Constable during this period. Career planning should make it possible for a deserving Constable to earn promotion by the time he has put in about five years service.
7. In all States, the investigation of simple cases should be entrusted to Head Constables and they should also be authorised to take up investigation or other cases in the absence from the police station of an officer of higher rank. Similarly, Assistant Sub-Inspectors should be utilised as extra investigating officers.
8. The following promotion courses should be organised : (i) A course of six months duration for Constables selected for promotion to the rank of Head Constable. (ii) A course of three months duration for Head Constables selected for promotion to the rank of Assistant Sub-Inspector.
9. A refresher course of four weeks duration should be compulsory for Constables at intervals of seven years in order to maintain their professional efficiency and to ensure that they maintain the attitudes desirable in police officers.
10. All Head Constables and Assistant Sub-Inspectors who have put in seven years service in their respective ranks, should be required to undergo, at intervals of seven years, a refresher course of eight to ten weeks duration with a bias on scientific methods of crime detection.
11. Constables should be encouraged to avail of correspondence courses and/or evening classes for improving their

educational qualifications to the extent this can be done without detriment to their duties.

#### *Training of Armed Police*

1. Keeping in view the capabilities required of the personnel in the armed police, a new syllabi have been devised and recommended for basic courses of nine months duration each for constables and Sub-Inspectors.
2. Officers of the rank of Sub-Inspector, Inspector and Deputy Superintendent transferred from the civil police to the armed police should attend an orientation course of four months duration as given in Appendix XXXV.
3. The following promotion course of fourteen/fifteen weeks duration should be organised : (i) A course for Constables selected for promotion as Head Constables. (ii) A course for Head Constables selected for promotion as Sub-Inspectors. (iii) A course for Sub-Inspectors selected for promotion as Inspectors.
4. The following refresher courses should be organised : (i) A three months refresher course for NCOs (Head-Constables and Naiks) to be conducted in the units. (ii) A fourteen weeks refresher course for Sub-Inspectors (Platoon Commanders) to be conducted at the State armed police training centre. (iii) A fifteen weeks refresher course for Inspectors to be conducted at the State armed police training centre.
5. The following specialist courses should be arranged : (i) Weapon raining for Section and Platoon Commanders. A Platoon Commander should attend this course within the first four to five years of his service. Head Constables doing well in this course can be selected to work as instructors in their units (three months). (ii) Handling of unexploded bombs and explosives (one week). (iii) Field engineering (one month). (iv) Quarter Master's duties (one month).
6. Instructor's courses should be conducted in the following branches of specialisation line, Drill, Physical fitness, Unarmed combat, Weapons, Tear-smoke,

Anti-dacoity operations, Counter-insurgency and anti-extremist operations.

7. The system of evaluation for the armed police should be the same as for the corresponding ranks of the civil police.
8. The integrated method of teaching should be used where possible.
9. There should be a regular physical training programme intended to make the personnel tough.

#### *Re-Orientation of Existing Personnel*

1. With a view to reorient the attitudes of the senior officers, the following measures should be undertaken: (i) The Institute of Criminology and Forensic Science should organise, in collaboration with the National Police Academy, Abu, and one or more institutions in the country concerned with management training, a three-days seminar in New Delhi for all Inspectors General and Additional Inspectors General of Police in which discussions may be arranged with the participation of an interdisciplinary faculty on the following topics: (a) The changing role of the police in contemporary India; (b) Conflict areas and the problems that emerge from them; (c) Human behavioural problems and how they are accentuated or relieved by different attitudinal approaches; and (d) The role and range of training. (ii) Similar seminars should be organised by the Institute for about 25 officers of the rank of Deputy Inspector General each at different regional centres in the country. (iii) The Institute should develop a ten days course on this subject for Superintendents of Police and try to run 25 such courses every year for 20 officers in each course.
2. The staff and other facilities at the Institute should be augmented suitably for this programme to be carried out in a meaningful manner.
3. Short courses of seven to ten days duration should be started in all the State police training colleges, on the lines of the course for Superintendents of Police to be developed by the Institute of Criminology and Forensic Science, for Deputy Superintendents, Inspectors, and Sub-Inspectors separately in

such a manner that all officers of these ranks who will not be going to any of the other courses suggested by us, who are not above the age of 50 years and who have a reasonably good record of service, can be put through these courses within the next two years.

4. A series of fourteen days orientation courses should be organised simultaneously by the Inspectors General of Police of all States/Union Territories in all districts and armed police units with the help of the best available local talent by collecting batches of 50-60 Head Constables and Constables at the headquarters at a time.
5. Head Constables and Constables earmarked for refresher or promotion courses during the period while this programme is in force may be exempted from participating. The Deputy Inspectors General, Training, and the Deputy Superintendents of Police, Training, should oversee this programme and give it every possible support and assistance.

#### *Organisation of Training*

1. There should be three kinds of institutions in the States for the training of police officers: (i) A police training college for the training of Deputy Superintendents, Inspectors and Sub-Inspectors. (ii) One or more police training schools for the training of Constables and Head Constables. (iii) An armed police training centre for the training of personnel of the armed police battalions.
2. The police training colleges in the States should run the following courses like: (i) Basic course for directly recruited Sub-Inspectors; (ii) Refresher courses for Sub-Inspectors and Inspectors; (iii) Courses on crowd control for Sub-Inspectors, Inspectors and Deputy Superintendents; (iv) Courses on the investigation of fraud, embezzlement, organised rackets and economic offences for Sub-Inspector, Inspectors and Deputy Superintendents; (v) Courses on the role of the police in dealing with juvenile delinquency for Sub-Inspectors, Inspectors and Deputy Superintendents; (vi) Courses on police-community relations for Sub-Inspectors, Inspectors and Deputy Superintendent; (vii) Courses for Head Constables/Assistant Sub-Inspectors selected for promotion to the rank of

- Sub-Inspector, Assistant Sub-Inspectors and Head Constables; (viii) Course for Sub-Inspectors selected for promotion to the rank of Inspector; (ix) Basic course for Assistant Police Prosecutors; (x) Refresher course for Assistant Police Prosecutors; (xi) Basic course for directly recruited Deputy Superintendents; (xii) Refresher course for Deputy Superintendents; and (xiii) Course for Inspectors selected for promotion to the rank of Deputy Superintendent.
3. The exact workload of each police training college should be worked out by the State concerned on the basis of the present sanctioned strength of its police force and the plans, if any, for expansion in the near future. The existing facilities should be expanded and new colleges set up as necessary in the different States.
  4. All States which have a large enough strength of armed police battalions should have an institution on the lines of the Armed Training Centre, Sitapur, U. P.
  5. The Central Government should set up at least one police training college and one police training school for States and Union Territories where the annual intake as well as the total complement of the police force is small and where independent institutions may not be feasible.
  6. A police training institution should be located in or near a city with a university and well connected by rail, road and air communications to facilitate external contacts and to ensure that the trainees can be exposed to real-life problems during their training and that there is a ready availability of scholars and guest lecturers for imparting instruction in the social and behavioural sciences, current affairs, etc.
  7. The question of providing all essential physical facilities in the police training institutions should receive urgent consideration in the States.
  8. Every police training college should have a miniature laboratory with sufficient equipment to enable demonstrations to be given in various items of forensic work.
  9. Every police training college/school should have a model police station, which should have a complete set of the forms and registers used in police stations preferably duplicated from entries in the records of an actual police station. It should also have the case diaries and judgements of a sufficient number of cases which may help to give a practical bias to theoretical training.
  10. A small workshop with skilled personnel should form a part of every police training institution to develop and prepare audio-visual aids and repair and maintain equipment.
  11. Every police training institution should be given an annual training grant of Rs. 20,000 in addition to funds under specified items.
  12. The head of a State police training college should be a Deputy Inspector General in the bigger States and a Senior Superintendent of Police of the selection grade elsewhere. The Police training school should be headed by an officer of the rank of Superintendent of Police. A Deputy Commandant of the rank of Superintendent of police and an Adjutant (Deputy Superintendent) should be placed in exclusive charge of the armed police training centre. Where armed wings, are set up in police training colleges an officer of the rank of Commandant but junior in service to the Principal, should supervise all the work of the armed wing.
  13. The existing staffing pattern of police training institutions should be upgraded and indoor instructors in the police training colleges and schools should not be below the rank of Deputy Superintendent and Inspector respectively.
  14. Every police training institution should have a department of legal studies, a department of police science and a department of social sciences.
  15. Ordinarily, an indoor class should not consist of more than 30 trainees in the case of the lecture method and fifteen trainees in the case of syndicates and tutorials.
  16. The outdoor instructors should not be below the rank of Head Constable



and some of those in the police training college should be of the rank of Sub-Inspector.

17. In order that the police training institutions remain intellectually vibrant and up-to-date in their knowledge of police problems etc., research should be one of their basic functions. While fundamental research may be undertaken by the Central and State Police research units, the training institution should undertake some applied research through its instructional staff.
18. Each State should have a well organised training school for officers of the special/intelligence branch.
19. Each State/Union Territory should calculate the percentage of the training reserve required and augment the strength of the different ranks to the extent necessary to ensure that officers can be made available to attend refresher, promotion and specialist courses organised from time to time.
20. In order to motivate officers to attend courses, it is recommended that (i) An officer deputed to a course, whose duration does not exceed three months, should not be liable to transfer. This would not apply to officers deputed to courses, the successful conclusion of which is accompanied by rank promotion. (ii) Officers deputed to courses should be entitled to a compensatory allowance to enable them to meet their incidental and other expenses. (iii) The courses that an officer has attended and his performance therein should be taken fully into account in all selections for promotion. (iv) The selection of officers for attending courses should be related to considerations of career planning, the merits of the various officers in the field of selection and their qualifications and experience from the point of view of their capacity to benefit from the proposed course. (v) Constables passing refresher or specialist courses should also be entitled to wear a stripe on their arms to distinguish them from those who have not attended any such course.
21. In each of the bigger States, a senior officer of the rank of Inspector General should be appointed to devote whole time attention to important matters relating to personnel administration like recruitment, training, career development and promotion, and the management and supervision of the institutional and practical training of police officers of all ranks. He may be of the rank of Deputy Inspector General in the smaller States and Superintendent of Police in some of the Union Territories. He should be designated as the Inspector General/Deputy Inspector General/Superintendent, Training, as the case may be. There should be a separate officer for this post of Principal of the police training college.
22. It is necessary in the interest of police training that the Academy should be shifted from Abu to any suitable central location which can provide the infrastructure needed for such an institution.
23. (i) The work of the Academy should be organised into four departments as follows : (a) Department of Legal Studies; (b) Department of Police Science; (c) Department of Social Sciences; and (d) Department of Research, Development and Information. (ii) The professional background and qualifications requisite in the heads of the different departments and the staff pattern of each department should be worked out by the Director of the Academy in consultation with the Central Directorate of Police Training and experts in universities and other institutions of learning. Adequate supporting staff should be provided to attend to the management, welfare and other work of the institution.
24. More Central Detective Training School should be opened on a regional basis.
25. The Central Government should aim at setting up an Institute for the Training of Trainers, when the requisite expertise has been developed and, in the meantime and as an immediate measure, they may establish a Training of Trainers Wing of the National Police Academy at Hyderabad to conduct courses for instructors of the rank of Deputy Superintendent and above from the training institutions of the Centre and the States.
26. A Deputy Director should be incharge of this Wing, with adequate supporting staff, and should start the course with a guest faculty. Suitable specialists should be appointed to the Wing on a deputation basis.

27. The States should send selected outdoor instructors to the following courses regularly : (i) Courses on counter-insurgency and anti-extremist operations, anti-dacoity operations and weapon training conducted at the Central School of Weapons and Tactics, Indore. (ii) Course on unarmed combat conducted at the Central Reserve Police Training College, Nee-much.
33. There should be collaborative arrangements between police training institutions and universities and other appropriate institutions for undertaking research projects on matters of interest to the police and training programmes designed to meet the requirements of police officers at various levels.

#### *Instructional Methods and Aids*

28. A course for training instructors in the new physical fitness programme should be started at the Police Training college, Nasik. A course for drill instructors should be organised and run by the Armed Training Centre, Sitapur. Central programmes for training instructors on tear smoke should be started at the Police Training Colleges at Phillaur and Vellore.
29. The Institute of Criminology and Forensic Science should develop new courses in techniques of management, personnel management and leadership, application of computer technology to police work and social defence for I.P.S. officers, organise a series of symposia and seminars on various aspects of police work.
30. The courses on management could be arranged in the existing institutes of management till the Institute of Criminology and Forensic Science is in a position to undertake them.
31. The Government of India should take urgent steps to set up a Central Traffic Institute for imparting training to officers from the rank of Sub-Inspector or Sergeant to Superintendent of Police at a suitable place, preferably Delhi, where the Central Road Research Institute is located. More institutions of this kind will be necessary later on at places like Calcutta, Bombay and Madras.
32. It will be indispensable for the success of the scheme of the training of police officers visualised by us that there should be a Central Directorate of Police Training should be established to serve as a Central Coordinating unit at the Centre. The Directorate should be located in the Bureau of Police Research and Development at Delhi as an integral part of the Ministry of Home Affairs.
1. Every instructor should work out a plan of handling his subjects with a view to achieving the following objectives : (i) To impart the necessary knowledge regarding the subject. (ii) To assist the participants to develop the necessary skills for translating the knowledge into action. (iii) To enable the participants to identify and understand the attitudes which would be desirable in handling different police situations.
2. The integrated or concentric method of teaching should be adopted in all training programmes for developing in the trainees an understanding of the various aspects relating to the totality of a situation.
3. The teaching of management concepts and techniques is facilitated by project assignments, management games and exercises, practicals, discussions, role play and case study in addition to lectures. For teaching the subject of human behaviour and attitudes, a series of panel discussions should be included for understanding critical social groups, conflict situations, the dilemmas faced by the police and the attitudes appropriate in facing them.
4. The guide scheme introduced in the National Police Academy should be adopted in all police training institutions with a view to developing the alround personality of the trainees through self-analysis and self-development.
5. The instructors in all police training institutions should be fully trained in instructional aids and methods.
6. Adequate resources should be allotted for setting up a well-equipped library, with a documentation cell and micro-filming facilities in all police training institutions.



7. Since a uniform pattern of training is being suggested for adoption throughout the country, the methodology and to a large extent the training material should also be uniform.
8. Sophisticated methods for evaluating the usefulness of training methods, techniques and aids should be evolved by the Central Directorate of Police Training in due course.
7. The heads of the police training institutions should be on the look out in every course for officers with instructional aptitude and potential and suitable entries should be made in the annual confidential rolls of officers considered likely to make good instructors. Simultaneously, applications should be invited from officers for posts on the instructional staff and the best persons should be selected out of those who volunteer through interviews.

#### *Instructional Staff*

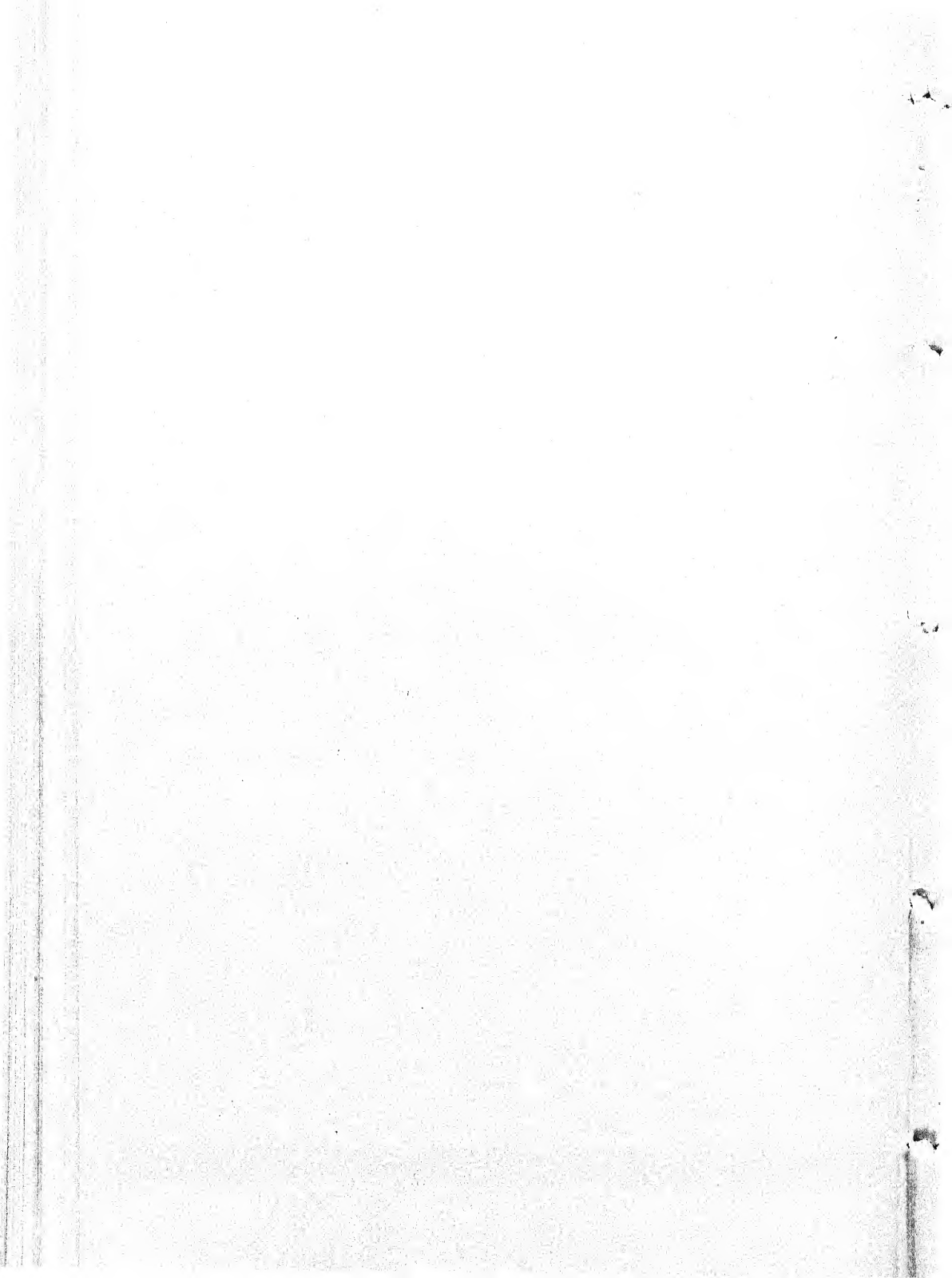
1. In order to attract the best talent for the instructional staff, it should be ensured that postings to the training institutions are not made a matter of convenience. Suitable Officers properly selected, should be kept in view for such postings so that they may be considered a matter of pride.
2. Teaching assignments at training institutions should be for a fixed duration.
3. In order that posting to a training institution is desired and not shunned as at present, steps should be taken to provide adequate incentives. The instructional staff should be entitled to rent free accommodation, special pay and/or rank promotion, schooling facilities for children, and recognition by way of promotion, good postings and rewards.
4. The guide scheme which aims at moulding correct attitudes and behaviour, requires the instructors and the trainees to have informal contacts and discussions. Adequate facilities should be provided to the instructional staff to enable them to invite and entertain the trainees at their residences.
5. The instructional staff of the training institutions should be encouraged to visit similar institutions in other States for promoting better understanding and advancement of knowledge and skills by interaction with colleagues.
6. An instructor should have adequate professional knowledge and experience of the subject which he is to teach, along with sincerity and enthusiasm for the job.
8. The officers selected should be given a strong theoretical grounding in the philosophy of education, the various sociological factors which have a bearing on the educational attainment of individuals and the psychological elements which explain an individual's perception and motivation towards learning before they are assigned to instructional work.
9. Apart from the training of trainers suggested above, advantage should be taken of courses in training techniques available in other institutions in the country and abroad.
10. The instructors should be exposed to management training to enable them to see the need for change, to grasp new developments quickly, to retain themselves when necessary and to develop creativity, sound judgement and planning.
11. All training programmes must have a system of evaluation of instructors.
12. The senior officers must display faith and belief in and extend their whole-hearted support to the process of training in order to make the job of the instructor effective and rewarding.

#### *Police Citizen Relationship*

1. The police will now have to be service-oriented in the discharge of their various functions. This underlines the need and importance of a meaningful relationship between the police and the people.
2. The utter lack of communication between the police and the public attracts uniformed criticism which affects the morale of the force adversely. The value of public cooperation should be driven home to the younger officers and the new entrants.

3. The fact that policemen have to remain in constant contact with criminals of all kinds and other violent and anti-social elements tends to affect their attitudes and outlook. It results also in a certain stigma being attached to police work in the eyes of the people. The pressure of the psychological complexes generated by this situation might be relieved to some extent if policemen could be made to feel more involved in the socio-economic and cultural life of the community they serve. It should also be ensured that the public participate in various Police functions like annual police parades, sports, etc., as frequently as possible and are encouraged to visit police institutions on suitable occasions. Organizing village defence societies, etc., can be a useful part of citizens' participation programme which will help to bring the public and the police close to each other.
4. Corruption is a taint which deprives the force of public esteem and cooperation. There should be a concerted drive to make it impossible for a dishonest person to remain in service.
5. The professional efficiency of the police in the prevention and detection of crime has a direct bearing on their relations with the public. The popular impressions with regard to non-registration and minimization of crime, improper methods of investigation, complicity or connivance with the the under-world, indiscriminate arrest and implication of innocent persons have to be removed.
6. The lack of properly furnished reception rooms and other amenities at the police stations for complaints and witnesses should be made good as quickly as possible.
7. The work-load of police officers posted to police stations is much too excessive. It should be rationalised by so increasing the strength of the police station staff as to enable officer to carry out his official tasks promptly and have some spare time to attend to his personal necessities and follow individual creative pursuits occasionally for mental sustenance and recreation.
8. A prompt response from the police to information reported to them greatly assuages the feeling of the aggrieved party or parties and brings the police closer to the public. For reducing the 'response time', the police should be equipped with a proper communications system and adequate transport. Besides, senior police officers should urge the necessity of cutting down the 'response time' in police action upon all their subordinate staff, particularly those posted at the police stations.
9. It should be one of the important duties of the District Superintendent to ensure that all complaints of misbehaviour, etc., received against his subordinates are promptly enquired into by a gazetted officer, appropriate disciplinary action is taken in cases in which the complainants is found substantiated and the action taken is communicated to the complaints concerned. Moreover, senior police officers should be readily accessible to the public at all times of the day or night, as far as circumstances permit.
10. The senior officers should create an atmosphere that they will not draw any hasty conclusions from statistics. They should encourage a full and correct registration of crime and put down with a heavy hand any implication of innocent persons for the sake of making up a good statistical record. This matter is of special concern to us as it effects adversely the poorer and weaker sections of society in particular.
11. Better training, close supervision and prompt attention to complaints will wean investigating officers away from malpractices and lead to greater public confidence in the methods of the police.
12. The classification of offences under the existing criminal law as cognizable and noncognizable affects the image of the police adversely because it restricts their potentiality to be of service to the people to the cognizable area only. A wholesale abolition of this distinction is not practicable, but Government should consider the problem urgently.
13. The police should be responsible for the enforcement of social welfare legislation.

14. A very sensitive and delicate area in police-public relations is the contact of police with the student community. In the major cities and university towns with a substantial student population, police officers who have to deal with student problems should be specially selected and trained and they should develop close contacts both with the university faculty and the student community.
15. Text books for young school children should contain lessons on how a police man is of help to the people. Senior police officers should mix freely with literateurs, journalists and film producers to enlist their assistance in projecting an objective picture of what the police do or can do for the good of the public.
16. Police action in dealing with strikes and other agitational activities also has much scope for mis-understanding and strained relations with large sections of the people. The police should project an image of strict neutrality on such occasions and make it patently clear that the police are present on the scene to forestall breaches of the peace and to prevent violence and not to side with any party whatsoever. An attitude of mind should be developed that situations can often be tackled without the use of force, if the approach is one of patience and understanding.
17. The gap between the people and the police is widened by inadequate or restrained communication between the two. The many important contributions made by the police in the service of the people are often not known to the public. It should be possible for police officers to furnish objective information to the public about the activities of the police department. It is equally necessary that the people should be informed of the elementary do's and don'ts of social security and the ways and means in which they can render invaluable help to the police. It may be worthwhile to try the experiment of the Superintendent of Police forming Citizen's Committees at the district, subdivision and police station levels consisting of representatives of the various professional groups of the community and other respectable persons.
18. A procedure should be standardised by which pressmen can have regular access to the information they desire, subject to the considerations of legitimate public interest. The senior officers should be readily accessible to the press at all times and particularly when there is a disturbance of the peace or a serious crime has been committed or an incident has taken place, which is likely to arouse public interest. The process of regular communication between the police and the press can be facilitated by the institution of a press relations officer whose function can be performed by the Public Relations Officer, referred to later. While any desire to court cheap popularity should be eschewed, there is no need of any allergy to criticism in the press. The Sub-Divisional Police Officers should also be authorised to communicate with the press whenever required.
19. A Public Relations officer should be attached to the head of each force.
20. The police should make full use of the facilities offered by the A. I. R. authorities for keeping the people informed of matters of mutual interest.



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Giving of reasons by the administration for its action against an individual minimises chances of arbitrariness on its part and abuse of power by it. Unfortunately it is not a normal practice. In India there is no legislative prescription that administrative decision should be accompanied by reasons. After 1965, on the basis of Supreme Court's ruling, it is obligatory on quasi-judicial authorities to give reasons. Various court decisions are mentioned which give vitality to administrative law the function of which is to control administrative action and to prevent the administration from acting in an arbitrary and wayward manner.

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The study is based on 96 respondents drawn from four villages each. The main objective was to find out sources of information about the availability of credit, attitude towards lending agencies, and secondly to estimate the existing gap between demand for and supply of credit. It was found that friends and neighbours are the main sources of information about availability of nationalised bank credit. Borrowers had a more favourable attitude towards the nationalised banks. The gap between demand and supply of credit was more among non-participants of large size farmers. The study also demonstrated that the availability of credit through nationalised bank was more among small size farmers than among the large size. —*Reproduced.*

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This study is based on administration of questionnaires to 575 bureaucrats in some selected public and private bureaucratic organisations in the State of Rajasthan and interviews with one third of them. Departments with public dealings are reported to be more corrupt. A majority of the respondents do not feel that there is corruption in private bureaucracies. The responses to causes of corruption are categorized into four substantive types: (a) moral weakness, (b) economic deprivation, (c) structural strains—societal, (d) structural strains—administrative. Additional issues discussed are deviations leading to minor forms of corruption and use of stationery, vehicles and peons for personal purposes.

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PANDEY, M.P. Patna metropolitan region; some aspects of planning. *Economic Times*, 10 July 74, p. 5.

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In India the bigger cities or the metropolitan centres are turning into sprawling giants without a corresponding economic base. Table 1 gives a comparative picture of the degree of urbanisation in major states. Table 2 gives the urban characteristics of Uttar Pradesh. The increasing number of bigger towns in U. P. and the larger proportion of population living in them are indicated in Table 3. Improvement trusts came into existence under the United Provinces Town Improvement Act which came into force in 1919. The Nagar Mahapalika Adhiniyam of 1959 made Kanpur, Allahabad, Varanasi, Agra and Lucknow municipal corporations directly responsible for planning and development. In Uttar Pradesh, the town and country planning organisation which came into existence as a full-fledged department in 1950 was entrusted with the formulation of master plans for the townships. The importance given to urban planning in the Five Year Plans is pointed out. The master plans and regional plans which have been completed or are likely to be completed during the Fourth Five Year Plan are listed in Table 4. The urban plans should be interlinked with the State five year plans so that they can be organically linked to the process of national planning.

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For the proper development of Bombay metropolitan area a suitable machinery is necessary to coordinate the plans of various authorities which are in operation. The



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### METROPOLITAN AREAS

SIVARAMAKRISHNAN, K.C. (Calcutta Metropolitan Development Authority). Governing the metropolis. *Nagarlok*, 6(1) Jan.-Mar. 74, p. 51-3.

Tomorrow's world will be largely urban and we have to reconcile ourselves to large cities becoming larger. Special features

which characterise the functioning of the metropolis and the broad requirements of metropolitan administration are pointed out. The central issue in governing metropolis is whether the functions should reside in one body or should be distributed among more than one. Various available models to solve this issue are described. Whatever the model, a metropolis has to take a metropolitan view of things. The Calcutta experience is briefly described. As the institutions charged with the running of metropolitan cities have no access to taxes related to the production systems, the responsibilities for planning and development should be identified and located in non-municipal institutions which should accommodate the municipal interests.

### METROPOLITAN GOVERNMENT

DEVA RAJ. (Indian Institute of Public Administration, New Delhi) A Possible model for metropolitan Delhi. *Nagarlok*, 6(1) Jan.-Mar. 74, 14-18.

The paper gives the background of the establishment of the Delhi Municipal Corporation and the Delhi Development Authority following the abolition of the Delhi State and its Assembly in 1956 in pursuance of the recommendation of the State Re-organisation Commission. The constitution of the Metropolitan Council in 1967 did not satisfy the democratic aspiration of the people and resulted only in overlapping jurisdictions. The need of an overall metropolitan system is underlined.

Ideally the author suggests the setting up of a Metropolitan Government with an elected Assembly and collectively responsible Cabinet, dealing with all matters of law and order and planning and development—the day-to-day service being handled by second tier municipal bodies at the zonal levels. But considering the present resistance on the part of the Central Government to an all powerful metro-authority, the paper suggests that while law and order may continue to be the special concern of the Lt. Governor, there should be a Metropolitan Assembly with a Mayor-in-Council embracing the entire field of social services dealt with by the existing Corporation and the Metropolitan Council with full control over lower tier Zonal Committees including the NDMC. The developmental and planning functions as well as the major public utilities insofar as they involve trunk services should be placed under a Metropolitan Development Council with the

Lt. Governor as Chairman and the Mayor as Vice-Chairman along with 5 representatives of the Metropolitan Assembly. The DDA, the Electricity, Transport, Water Supply and Sewerage Undertakings will thus be placed under this Council of which then Chairman could be member. Some Central Ministries may also be represented on the Metropolitan Development Council. —Author.

## METROPOLITAN PLANNING

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VAZ, F.J. (Madras Metropolitan Development Authority) Madras Metropolitan Development Authority. Nagarlok, 6(1) Jan.-Mar. 74, p. 19-24.

The phenomenal growth in urban concentration all over India has a tremendous and far-reaching effect on the physical size and shape and structure of the urban centres. As the Tamil Nadu Town Planning Act of 1920 was not adequate to meet the challenging problems the Government enacted the Tamil Nadu Town and Country Planning Act in 1971 which provides the statutory backing for the Madras Metropolitan Plan 1971-1991 brought out by the government of Tamil Nadu in 1970. The salient features of the new Act are explained. The Madras Metropolitan Development Authority has been constituted as a distinct and separate Authority by an amendment in 1973 to the 1971 Act. The functions of the Authority are pointed out. In the first instance, the Authority is concentrating on planning and development only and the routine matters are entrusted to the agencies already operating in the Metropolitan Area.

## MIGRATORY LABOUR

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## MUNICIPAL FINANCE

SINGH, PARTAP. (University College, Kurukshetra) Bridging the gap between municipal obligations and resources: a study of Haryana. *Indian Journal of Political Science*, 35(2) Apr.-June 74, p. 157-71.

An analysis of gap between obligations and resources of the municipalities in Haryana points out that there is a need of an additional amount of about 8,935 thousand rupees for providing a reasonable level of services. To fill this gap the municipalities should effectively exploit the allocated resources and raise optimum non-tax revenues. Secondly, the State Government must provide adequate sources of revenue through allocation and sharing of taxes. Thereafter the gap which remains should be met by a well-defined system of grants-in-aid to be administered by a Municipal Finance Corporation.

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### MUNICIPAL GOVERNMENT

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In the pre-independence years, Indian leaders took special interest in the municipal affairs. After independence municipal administration has rarely been efficient. Municipalities are the seed-beds of democracy and cannot flourish without autonomy. Most of the municipal corporations have become sinks of inefficiency, corruption and ineptitude. Radical steps are necessary to make Bombay and Calcutta habitable for a civilised community. Local self-governing institutions can have an assured future only when they are endowed with ample funds to embark upon projects devoted to the public good and have personnel inspired by a high sense of responsibility and personal rectitude.

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An order of the Andhra Pradesh Government in 1972 dissolved the Municipal Council of Nagar. This order was challenged in a writ petition by two of the Municipal Councillors. The charges against the Council, its explanations and Government's findings are presented in

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## PERSONNEL, PUBLIC

BALLS, HERBERT R. Common services in government. Canadian Public Administration, 17(2) Summer 74, p. 226-41.

RUPPRECT, ERHARDT O. Jr. How big is government? Finance and Development, 11 (1) Mar. 74, p. 29-33.

## PERSONNEL, PUBLIC-EMPLOYEE RELATIONS

RICE, WILLIAM V. Jr. A Systems model for labor management negotiations in the Federal sector. Personnel Journal, 53 (5) May 74, p. 331-7.

## PERSONNEL, PUBLIC-EXAMINATIONS

PATTABHIRAM, M. Content and method of competitive exams. Hindu, 1 Aug. 74, p. 6

The scheme of examinations conducted for recruitment to Indian Administrative and other Central Services is about the same as it existed during the British regime. As there has been a great change in the role that the officers have to play in the country, radical changes are necessary in the whole composition of the examinations. The issues discussed are: direct recruitment to the IAS, subjects prescribed for study for the competitive examinations, and usefulness of personality test.

## PERSONNEL, PUBLIC—INTEGRATION AND SEGREGATION

NOER, DAVID M. Integrating foreign service employees to home organization: the Godfather approach. *Personnel Journal*, 53(1) Jan. 74, p. 45-51.

## PERSONNEL, PUBLIC—PAY PLANS

JHA, S. N. The Demand for parity. *Public Administration (India)*, 12(5) May 74, p. 9-10.

The engineering graduates put more time in their studies, have better academic record, and are more production oriented. These factors strengthen their demand for parity in emoluments and status with the I.A.S.

VERMA, S. P. and SHARMA, SUDESH KUMAR. Third Pay Commission: some administrative implications, *Administrative Change*, 2(1) June 74, p. 56-72.

Terms of reference and major recommendations of the Third Pay Commission are presented. Strictly speaking the Commission was not specifically empowered to deal with the all-India services. Its recommendations relating to all-India services have generated a public controversy. The generalist-specialist controversy is analysed in details. Inadequacies and gaps in the Commission's approach are pointed out. The findings of Administrative Reforms Commission and Fulton Committee on generalist-specialist issue are briefly mentioned. Third Pay Commission's approach suffer from various limitations. It is suggested that there should be some permanent organisation which should probe into the question of pay policies on a regular basis and there should be certain regularity in the frequency in the appointment of Pay Commissions.

## PERSONNEL, PUBLIC—POLITICAL ACTIVITIES

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## PERSONNEL, PUBLIC—PROBATION

MEHTA, SATINDER MOHAN. (Kurukshetra University). Legal status of probationers in government service. *Journal of the Indian Law Institute*, 16(1) Jan.-Mar. 74, p. 109-17.

The position of a probationer in government service has come in for examination in several cases before High Courts and the Supreme Court. In the light of the judicial decisions it is said that the law is still not clear with regard to the discharge of a probationer during the period of probation and the extension of the probation period after expiry of the period mentioned in the first instance. The general rule appears to be that a person who is appointed on probation continues to be a probationer, unless specific order confirming him is passed by the authority concerned.

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## PERSONNEL, PUBLIC—SERVICE RATING

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*Contents: Justice and power, by Hans J. Morgenthau; Some perplexities of political theory, by Harold D. Lasswell.*

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*Contents*: On a lineage of the idea of progress, by Hans Blumenberg; The concept of progress in organic evolution, by George Gaylord Simpson; The scientific world view and the illusions of progress, by Henryk Skolimowski; Perilous progress in genetics, by Roger L. Shinn; Literary modernism: the ambiguous legacy of progress, by Gerald Graff; The idea of progress in Marxism, by Henry M. Pachter.

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## PUBLIC ADMINISTRATION

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Some questions about the aptness of the existing administrative systems for the management of the persistent national problems in developing societies are raised in this article. The Government's objective in any developing country is to improve the quality of life of its people. As the basic problems of developing countries are different in character and intensity from those that presently exist in developing countries, the Western models have limited relevance. Three-stage administrative reforms programme is proposed. The stages are: (1) Scientists and administrators jointly raising a set of basic questions that need to be answered; (2) Undertaking series of pluralistic studies in developing countries to study the problems reflected in their administrative systems taking into account the cultural and social factors; (3) Developing a model, or models, relevant to the various kinds of developing situations and testing these in field situations where possible.

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For long time there had been an adverse cry against the system of bureaucracy but the experience has shown that disentangled from red-tape, the bureaucratic system had been found to be very efficient. Even the experiment of debureaucratisation introduced in India in the form of various autonomous institutions in the post-independent era has contributed very little to the national growth. The paper explains at length the concept of this experiment as it has been applied in India. It also examines, in spite of the fact that theoretically the concept has stood its own ground, the reasons as to why this experimentation has fallen short of its objectives.

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*Contents:* Public administration in Mexico, by Hugo Cervantes del Rio; El marco juridico de la administracion publica, por Pedro Ojeda Paullada; Federal and state administration, by Moya Palencia; Future de la administracion publica estataly municipal, por Ignacio Pichardo Pagaza; La administracion del gasto publico, por Jose Lopez Por Portillo; Politicia fiscal y reforma administrativa, por Gustavo Petricoli; La nueva politica de obras publicas en el desarrollo socialy economico, por Luis E. Bracamontes; Deconcentraciion administrativa, por Roberto Rios Elizondo; La administracion publica, factor del cambio socialy economico en mexico, por Andres Caso; La funcion de control en la administracion publica Mexicana, por Horacio Flores de la Pena; La reforma administrativa en Mexico, por Alejandro Carrillo Castro; Summaries of articles published in Spanish.

#### PUBLIC ADMINISTRATION— DECISION MAKING

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**LAIRD, ROYD.** The Soviet monohierarchy and the adjuncts: a third alternative in policy implementation. *Administrative Changes* 2(1) June 74, p. 11-22.

**REDDY, G.K. (Journalist)** Self-defeating delays in policy-making. *Hindu*, 24 Sept. 74, p. 6.

Reality and rationality, if subordinated to political exhibitionism, intellectual timidity and petty manipulations result in the absence of coherent policies which leads to a sequence of bad judgements. The author argues that in India the practice of keeping excessive secrecy by the Government and the Opposition, the myths in politics, concept of cabinet responsibility, and habit of withholding information from the people are factors responsible for delays in policy-making.

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The form of legal status to be conferred on State Social Welfare Boards has to be in conformity with the purpose for which they have been established. Secondly, the legal status has to be in conformity with the form of status accorded to the Central Social Welfare Board, which has been registered as a public company. Three alternative forms were discussed for according legal status to the Central Board: (1) Society form; (2) Public Company form; and (3) Statutory corporation form. The author discusses these three forms in case of State Boards, and in addition, a fourth one—the Department form, and concludes that the most suitable form of legal status that could be accorded to the State Boards is the form of statutory corporation.

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## QUESTIONS, PARLIAMENTARY

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### REDEVELOPMENT, URBAN

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DUBEY, S.N. and MURDIA, RATNA (Tata Institute of Social Science, Bombay). Goals, environment and management process in social welfare organisations: a perspective analysis. *Indian Journal of Social Work*, 35(2) July 74, p. 155-69.

With a view to suggest the types of management processes, the article conceptualises social welfare organizations in terms of the nature of their goals, technologies and interaction with environment. It has been suggested that co-determinative authority structure, coordination by feed-back, matrix type of organizational form, and coordinative leadership will be more effective in achieving the goals of social welfare organization effectively.

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DASGUPTA, SUGATA. (Interdiscipline, Varanasi) Agrarian social work: an Asian perspective. *Interdiscipline*, 11(2) Summer 74, p. 73-85.

This paper advocates for a new profession of Social work in Asia with its

institutional base for Programme implementation. An Asian Centre has been proposed for orientation of leaders, administrators and policy-makers, committed to the task of ameliorating the conditions of the poor as against the present-day elitist process of social work and its basket of social services.

With the thrust of modernisation and social change, the Asian system must respect the legacy of the past and hopefully move forward towards an Agrarian Social work profession. The emerging functions of social worker in this regard, should be directed to the goal of adult education for Social action, removal of impediments to social growth and building of resources integrated into a social system or programmes and institutions. The principle incentive for such a new structure should be the vision of a non-violent and non-exploitative order inherently preventive in its character to halt any possible social breakdowns—*Reproduced.*

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Any scheme for revitalising the economy must start with the destruction of the parallel economy of black money. A simple way to achieve the objectives of tax reform is to tax expenditure as suggested by Nicholas Kaldor instead of taxing incomes. Expenditure can be treated as a residue after deducting savings from income. The impact of exempting savings from taxation on the flow of funds into the parallel economy will be quite substantial. The economy as a whole will also benefit because of the higher overall level of saving out of the national income.

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MALHOTRA, INDER. Testing time in Sri Lanka. Times of India, 23 Sept. 74, p. 6; 24 Sept. 74, p. 6.

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PRABHU, A. N. (Economic Times, Bombay). Resource mobilisation in states. Kurukshetra, 22(19) 1 July, 74, p. 10-11.

The States are reluctant to tap new resources by rationalising and streamlining their existing taxation system. The financial position has become critical. Finance Minister, Shri Chavan's suggestions to the states that they should impose agricultural tax, revise irrigation rates and electricity tariffs, adopt a time-bound programme to implement the Raj Committee recommendations, etc. are analysed.

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RAMACHANDRAN, B. Railway strike & its lessons. Economic Times, 4 July 74, p. 5.

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The article analyses a training programme for all district level officers at the district headquarters itself organised by the H.C.M. State Institute of Public Administration, Jaipur with a view to improve organisational effectiveness of the participants.

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## U.S.A.—SOCIAL POLICY

THE COMMING American welfare state: (a panel); ed. by Marian Lief Palley. *American Behavioral Scientist*, 17(4) April 74, p. 485-608 (complete issue).

*Contents*: Introduction, by Marian Lief Palley; A case study in patriarchal politics: women on welfare, by Lynne B. Iglitan; Strategies for the powerless: the welfare rights movement in New York City, by Joyee Gelf and Alice Sardell; Liberty above equality: the counter reformation in higher educational policy, by Edgar Litt. The political implications of American national manpower policy, by George E. Hale; Policy formulation in health, by Howard A. Palley; Making government work, by Jerrold E. Schneider.

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## VILLAGE PANCHAYATS

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IYER, HARIPAD R. SUBRAMONIA, (College of Post Graduate Studies, Gandhigram), Pattern of state-panchayati raj relationship in India. *Khadi Gramodyog*, 20(9) June 74, p. 451-4.

Panchayati raj institutions are the only effective and practical instruments of translating at the village level, the socio-economic and political ideals enshrined in the Constitution into reality, provided they are delegated with necessary powers and radical change is effected in the existing pattern of relationship between the state and panchayati raj bodies.---*Reproduced*.

SUBRAHMANYAM, K.S. A Case study of Andhra Pradesh: economics of panchayati raj. *Economic Times*, 2 Sept. 74, p. 5; 3 Sept. 74, p. 5.

The case study reveals that on the financial front, the performance of the panchayat raj bodies in Andhra Pradesh is gloomy, and serious and earnest efforts are necessary to evade their early oblivion.

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RAO, L.S. MADHOV. Panchayati Raj Finance Corporation? *Kurukshetra*, 22(21) 1 Aug. 74, p. 12.

The author examines pros and cons of establishing a Panchayat Raj Finance Corporation and concludes that there is no point in expanding activities which in due course of time become unmanageable.

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AGRAWAL, G.R. Some problems and solutions in maintenance of distribution system in water works. Civic Affairs, 21(12) July 74, p. 13-18.

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GREYTAK, DAVID. Central city access and the journey to work. Socio-Economic Planning Sciences, 8(1) Feb. 74, p. 57-8.

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RAINA, N.N. Restlessness among the youth. Mainstream, 12(45) 6 July 74, p. 11-12.

## YOUTHS

CHITTA RANJAN, C.N. Youth : wages of neglect. Mainstream, 13(1-4) 75 Annual No., p. 37-9.

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## DIGEST OF PUBLIC DOCUMENTS

India. Department of Legal Affairs. Report of the Expert Committee on Legal Aid : Processual Justice to the People. Delhi, Controller of Publications, 1974. iv, 275p.

The Government of India constituted in 1972 the Expert Committee on Legal Aid under the chairmanship of Shri Justice V. R. Krishna Iyer.

The following are the terms of reference of the Committee :

(1) To consider the question of making available to weaker sections of the community and persons of limited means in general, and citizens belonging to the socially and educationally backward classes in particular, facilities for (a) legal advice so as to bring among them an awareness of their constitutional and legal rights and just obligations and for the avoidance of vexatious and unnecessary litigation, and (b) legal aid in proceedings before civil, criminal and revenue courts so as to make justice more easily available to all sections of the community; (2) to formulate having regard to the resources available a scheme for legal advice and aid for the purposes of aforesaid; and (3) to recommend the time and manner in which the scheme may be implemented.

### SUMMARY OF RECOMMENDATIONS

The Legal aid is an integral part of the legal system, and the Parliament under the various legislative entries is competent to make appropriate provision for a comprehensive scheme of legal aid and to give grant for this purpose.

State funding and statutory incorporation should be the backbone of the legal aid project. The status should provide for the creation of a national legal aid body to stimulate, guide and perpetuate organised free legal services. It should be statutorily insulated free from official or party pressure.

Networks of legal aid groups, centred in court-houses, bar associations, law schools, community organisations, a variety of rural private and public agencies, organs of Local government and *ad hoc* panels of private lawyers should be created. Secondly there is the need to reform and revise our laws and procedures, courts, and prisons, the Bar and the Bench, police and public servants to make them more responsive to all citizens. Curricula of legal education needs modification. Means of dispute settlement should be created. Modification of the Cr. P. C. and the C.P.C. may be given priorities.

The regulations to be formulated by the State and Central legal aid bodies will not constitute a uniform format for the entire country, but rather a broad range of options covering the forms of local organisation and control, and the services and financial assistance that may be given to clients.

The governing bodies of the local legal aid cells should include representatives of the potential recipients of service, representatives of those who provide the legal aid, as well as of relevant mass organisations.

### National Authority

An autonomous National Authority responsible to Parliament and the public through the periodic independent audits and annual reports to the Parliament, public availability of records, etc., with the following composition should be created.

Honorary President—Chief Justice of India; Judges to be on the governing boards; a separate executive Chairman as Director-General of Legal Services who may preferably be an eminent person in the field of advocacy with social service and administrative experience; Chairman of Bar Council of India to be

ex-officio member; one or more representatives from State Legal Aid Boards; Finance Secretary and Secretary of administrative Ministry concerned with legal aid, as ex-officio members and some M.P.s; President of All India Law Teachers' Association as ex-officio member; representative of an all-India body engaged in social work; a woman social welfare worker; Two student office bearers from Law Schools; representative from institutions engaged in research work; representatives of Scheduled Castes & Scheduled Tribes; representative of Labour; there should be a full-time Secretary—a Law man with a social scientists background.

#### *Human Resources and Clienteles*

Bar, law schools and law students should be associated with the scheme and the geographically deprived, island territories, villagers, agricultural labour, industrial workers, women, children, Harijans, minority groups and prisoners should be included in the clienteles.

#### *Reform of the Administration of Justice*

A suitors' fund may be created in due course. The public sector in the profession and voluntary organisations will receive public contributions. Labour may be eligible for free legal aid financed by the industry itself. As for the criminal process, free counsel may be extended to warrant cases. There is also a strong case for reducing court fees.

The aim of the legal-aid is to provide legal assistance to those in need. This suggests the need for a sociological relevant recruitment policy of all agents of the law: Judges, prosecutors, legal aid counsel and police officers. Institutional innovations should be part of the legal aid exercise. To minimise the damage to those of humbler section in life the trial and sentence procedure should be simplified. Mobile Courts for trying minor offences on-the-spot will be a boom to the poor and to all citizens. Provisions regarding summary trials will help dispose of petty cases quickly and with less expenses. The C.P.C. should encourage conciliation procedures and settlement of disputes without detailed litigative stages. In small causes courts legal formalities must be cut down to the minimum. Pleading may be informal, the judge must be the activist at the trial and not counsel, three-stages examination being avoidable and detailed judgement a superfluity. The Nyaya Panchayats must be entrusted with wider powers as part of the programme of local and low cost justice.

#### *Scope of Legal Aid*

The scope of legal aid is sufficiently wide to include legal advice. The State will have to exempt the assisted persons from all expenditure on process fees, witnesses, etc. Three tests for grant of legal aid are suggested—(1) 'Means Test'—Indigence; (2) Prima facie case, and (3) A case serving a social purpose. Legal aid is not to be tendered to artificial persons except in cases of trade unions and co-operative societies.

#### *Legal Advice — Non-litigative Aid and Prevention of Litigation*

The giving of legal advice would be the function of the Taluka Legal Aid Committee. Requests for advice should be made to the Secretary of the Committee. He may give advice himself or refer the applicant to an advocate specialising in the particular problem area. In giving legal advice, senior law students may be useful in ascertaining facts and interviewing clients. Similarly, the services of retired judicial officers will be most helpful. The decision as to whether legal advice will be rendered completely for or for a specified fee may be made based on a statement by the applicant of the particulars of his income. The general means criteria will apply. The legal aid machinery, however, should be encouraged to promote conciliation and settlement rather than litigation.

#### *Legal Aid in Civil Proceedings*

It may be necessary to provide alternative forums for the disposal of claims of relatively smaller value when it is not necessary to investigate questions of title. For this class of cases an expansion of the jurisdiction of the Panchayat Courts is suggested.

Establishment of special forums like Motor Vehicles Claims Tribunals should not be optional. It should be obligatory on the part of State Governments to establish them and *ad valorem* court fees should not be charged in such cases.

Order XXXIII & XLIV of C.P.C. should be amended so as to enable a Court to assign a pleader at the expense of the State of a person suing as an indigent person. Equally so for an indigent person who is a defendant.

Legal aid should not normally be given for the institution of any proceedings for divorce or judicial separation or for the

custody of children, unless an attempt has been made by the Legal Aid Committee to effect reconciliation between the parties.

If in a case before a Court, both parties have obtained legal aid, Court should not hear it but refer it to arbitration, unless the issues involved are too complicated. If party insists on being heard before the Court and refuses arbitration, the legal aid may be revoked.

The rules with regard to the grant of aid for the institution of a suit should also apply to the institution of proceedings under Act. 226 of the Constitution. If the State Legal Aid Board is satisfied that the circumstances of the case are such as would warrant the moving of the Supreme Court under Act. 32 in preference to moving the High Court under Act. 226, it may for special reasons grant a certificate to that effect.

Fee certificate is to be dispensed with. Cost awarded in favour of the Legal Aid Committee may also be made recoverable as arrears of land revenue.

After a legally aided person has been successful the assistance should be continued at the stage of execution.

Amendment to Provincial Insolvency Act to provide that non-payment of decree amount by judgement debtor would be regarded as an act of insolvency, as recommended in the Third Report of the Law Commission, should be implemented.

The existing provision in order XLIV of the C.P.C. which deals with pauper appeals should be amended to provide that once the applicant is allowed to sue as a pauper, no further inquiry as to pauperism is necessary, unless the appellate court sees cause for such an inquiry.

Printing of the judgement which is essential in some States, may be dispensed with in appeals filed on the basis of a certificate granted by the Legal Aid Committee.

The Law may be amended to permit parties to execute Vakalatnamas in favour of the Legal Aid Committee, which would thereupon take over the function of assisting and pleading for the assisted person in the Court.

### *Legal Aid in Criminal Proceedings*

In determining the eligibility for legal aid in criminal cases, a means criteria should be applied, except in cases where the accused faces the death penalty or imprisonment for life upon conviction.

Legal aid should be denied to habitual offenders and generally to those involved in election, defamation and adultery cases in which an essentially 'private' claim is involved.

Legal aid to complainants in maintenance cases and in genuine private criminal complaint cases should be available.

Those accused in preventive security cases under Chapter VIII of the Criminal Procedure Code and appellants already convicted in cases eligible for legal aid, should be given assistance, along with more conventional accused.

Institutional arrangements for regular legal aid and advice to inmates of jails and other institutions should be available.

Liberal bail policy to release conditionally without monetary sureties or financial security and on one's own recognizance is recommended.

The existing practice of Commissioners of Police in Presidency towns exercising magisterial powers in respect of remanding persons to police custody must be abolished.

The right of a person to have access to a lawyer at any stage of a police investigation should be legislatively provided.

Legal aid in pre-trial phase should also provide for some rational and expeditious procedures to get grievances against enforcement agencies, including the police redressed.

Some psychiatric and rehabilitation programmes will have to be built into the legal aid scheme itself whereby such persons when they come out of the criminal judicial process are given proper counseling, correctional treatment and vocational guidance.

Legal aid should include free expert evidence, free copies of evidentiary documents, free laboratory and scientific facilities, exemption of court and witness fees and the like. In all these matters, the



Legal Aid Committee must balance the interests of justice and the circumstances of the defendant.

It is worth examining whether, at the end of a criminal trial, the case be made over for civil adjudication for damages without a *de novo* trial, by suitably amending the civil and criminal procedures.

Legal aid cannot rely on an assigned counsel system. Salaried legal services lawyers at taluka or block levels might become necessary.

The use of 'duty solicitors', as recommended in the Gujarat legal aid report will assure legal assistance to an accused immediately after arrest.

Appropriate provision would also have to be made for an accused person to be represented at the stage of his trial by a competent counsel.

A specific provision should also be inserted in the Cr. P.C. by which the State Governments can extend the scheme of legal aid to any other category of proceedings apart from those mentioned above.

#### *Legal Aid for the Working Class*

It is necessary to have a special panel of lawyers specialised in labour law. The proposed legislation should contain a provision that any worker, certified as such by any recognised Union or Labour Officer must be statutorily entitled to free legal aid and advice.

The State Committee of the Judicare Corporation of India must have a Research and Development Cell and periodical reports must be forwarded to the State and Central Governments in the Labour Department or Ministry for suitable action, and must be forwarded as a part of the annual report to be presented to Parliament and/or the State Legislature.

The Employees Provident Fund Law should be amended to provide for a collective or group legal insurance for organised working classes to assert their right.

Without references to means and merits tests, where ever there is injury sustained by an agricultural labourer in the course and within the scope of his employment, the legal aid centre must take up the cause and strive to secure for his compensation, by negotiation and by legal action.

A litigation fund in each industry/ establishment of over 100 workers may be constituted for workers of the union to conduct their litigation.

Pecuniary ceilings should be placed on industrial litigation expenses.

Appropriate government must make public sector industries models by not filing appeals against arbitral awards, unless it has wider impact on a question of law or policy; by ensuring that only lawyers who have a correct social perspective and who are engaged in legal aid work are legal advisers to such industries.

Legal aid should also be available in the High Courts and the Supreme Court as well as in Civil Courts and Company Courts where workers are involved in litigation with employers.

A worker should be presumed not to have sufficient resources to bear the expense of litigation except where his basic wage or salary is more than Rs. 500 per mensem.

In the case of a union, its financial condition must be taken into consideration in ascertaining whether it is eligible for legal aid. In considering the reasonableness of the case of a union or workman applying for legal aid, the Legal Aid Committee or Government should take up the case as a matter of public policy rather than placing responsibility for bringing such an action on a worker or union.

#### *Legal Aid in Supreme Court*

Legal aid should be extended liberally in the Supreme Court, covering lawyers' services, exemption from printing costs and security for costs as well as the order that the loser pay all the costs.

For legal aid in the Supreme Court, any applicant earning less than Rs 5000 per annum will be eligible for complete aid. Persons earning between Rs. 5001 and Rs. 10,000 may be required to make a contribution to the extent of half. The rate of fees payable to lawyers taking legal aid cases in the Supreme Court is half official rate now permissible to senior lawyers. In regard to merits test legal aid should not be withheld if the case has broad social importance and will not otherwise reach the Supreme Court.

There is no need for a merit test to be applied in regard to the appeals to the

Supreme Court which are filed only after a judicial scrutiny followed by a leave or certificate.

Annual income of litigants may be the basis. Legal Aid briefs should be exempted from the need for Advocates on record. In the practice of the Supreme Court, legally aided briefs must receive special treatment and even if the party loses he should not be mulcted with costs throughout.

When an appeal involving a difficult question of law is decided by an appellate court, the amount of costs occasioned thereby should be paid by the State.

#### *Legal Aid to Special Groups: Special Areas*

An Advisory Committee should be set up to counsel the National Legal Services Authority in the matter of legal aid services to the Scheduled Castes and Tribes. For tribal areas and harijan habitations, Legal Welfare Officers attached to the Harijan Welfare Dept. at district levels may be appointed. In all civil cases, legal aid and advice must be given free for harijans and tribals except where they are income tax and/or sales tax assesseees.

In criminal proceedings, apart from lawyer's services, witnesses' allowance, cost of getting copies, etc., and even travel expenses to the police station or court must also be met.

Where a legal aid official starts a case on behalf of a harijan it shall not be invalidated for want of sanction. No order of eviction should be made against a Scheduled Caste or Tribe member unless after expiry of 6 months of notice of decree to the District Collector or legal aid unit, so that alternative living space may be found for the evictee. Every State should enact legislation in this behalf. Legal aid officials moving on behalf of the affected victim must be deemed to be 'aggrieved persons'.

Trials of cases under the Untouchability Act or other notified Act must be by summary procedure. The Evidence Act or the elaborate provisions of the Cr. P. C. should not apply. The law must be suitably amended. Setting up of specially sensitive harijan cells in selected areas is worth a trial.

Legal aid should be given by the State to the members of the services, ex-service-men as well as their families. Legal

services to such persons must be largely free, regardless of the clients means, and reasonable charges in cases of officers.

Family courts and children's courts, separate from civil courts, should be set up, particularly in slum areas and in centres of rural poverty. A woman must necessarily sit on a family court Bench. Women accused of crime should never be sent to police lock-ups. Legal aid should be given to children under the Probation of Offenders Act, 1958.

Juvenile courts should be provided with public defence counsel to defend the children and protect their interests. Free legal aid centres can help under the Children Act and the suppression of Immoral Traffic Act. Regardless of means, special concessions must be provided for women in civil actions for maintenance and divorce. In the Court Fees and Suit Valuation Acts, provisions should be made to exempt actions by women for maintenance, etc., from payment of court fee. Legal aid should also be extended to women claiming custody of her child and in criminal proceedings. A separate wing for crime against women and children should be established.

In the nyaya panchayats, there should obligatorily be woman in the panel. In the recruitment to the judiciary, greater representation for women is necessary.

Family disputes affect off-spring. Our procedural laws do not recognise this fact. Under Order 1, C.P.C., a child cannot be a party to a suit or proceedings. Courts can, in such cases, be empowered to issue notices to the local legal aid Committee to furnish all relevant papers, so that it shall be a party to the proceeding and safeguard the interests of the child. Order 32 B, C.P.C. may be amended also to provide that the courts shall have power to pass such orders as are deemed just to prevent the moral and material abandonment of the child.

Section 125, Cr. P.C. may be amended to provide that if a destitute child is left by a person sent to prison, the Court may direct the reception of the child into an institution or a willing family. Minors litigating for *bona fide* reasons, through a representative other than his legal guardian must be deemed to be without reasonable resources and legal aid should be given.

Legal aid movement should champion cause of minorities and test case should be

brought in court; without reference to means test. Independent bodies like the Legal Aid Committees may be given powers to visit prisons periodically to ensure the proper enforcement of Prison Rules.

Certain areas in the Nicobar group have no civil courts at all—to be remedied at once. Virtually all these backward Islands have no lawyers also. The legal aid programme should provide (a) legal advice bureaux manned by lawyers in each development block; (b) duty counsel in each court, and (c) legal aid committees on the general pattern for each Island and around every court-centre. A subsidy should be given to any lawyer who agrees to settle down there outside Port Blair professionally. There is a good case for adding to the civil and criminal powers of the nyaya panchayats. Fare for travel be half the regular fare if the trip is certified by a judicial officer as necessary for filing a legal proceeding in one of the higher courts. It is good to organise research as part of legal aid. A Judicial Commissioner's Court at Port Blair is worth serious examination. The separation of the Executive and the Judiciary must also be carried out.

There are no lawyers in Lacadive and Minicoy Islands. Advice Bureau of lawyers should be set up. A system of Nyaya Panchayats in every island will be a forward step by way of legal aid to the poor. A scheme of legal aid, administered by the judiciary is likely to carry prestige and credibility. Free legal advice to all but the well to do, to women regardless of means, service of counsel in court to every one who in the view of the court is weak and unable to engage one, should be given. The concession of 25 per cent now granted in the matter of court fees in the Scheduled area and which expires in 1973 must be continued. The Sub-Judge at Kavaratti may be invested with the powers of a sessions Judge which would have saved enormous sums of money for accused and the prosecution who have now to go to Calicut. The Sessions Judge may also travel to the Island to hold trials. Power of District Judge under section 24, C.P.C., to transfer cases from one Munsif to another can also be made over to the Sub-Judge at Kavaratti by a notification by the State Government.

Law Commission must study the customs in the Islands and the absolescent property ownership system in the light of modern property law and family law. Revision or simplification of the procedural laws may also be necessary. A typist-cum-copyist may also be appointed for each

court and carbon copies of judgements be certified as true copies.

### *Panchayati Justice & Legal Aid*

Mini-courts which save the poor from litigiousness must be created.

Subject to the modifications suggested in recommendations, on p. 140-5 of the Report, the Draft Bill appended to the Report of the Study Team of 1962 should be enacted. It may first be implemented in the Union Territories so as to make the idea credible to States.

The civil jurisdiction of Nyaya Panchayats must be extended to cover all litigation where the subject matter is Rs. 1000 or less, and suits up to the value of Rs. 2000 may be heard with the written consent of the parties. On the criminal side, the court must have the powers of Third Class Magistrate as well as jurisdiction to hear maintenance cases. Execution of decrees, orders and sentences must be made by the panchayats board itself except where immovable property on civil side and imprisonment on crime side involved. Lawyers will not ordinarily be allowed to appear except before Registrar of Panchayats.

### *Miscellaneous Matters*

In departmental enquiries against Government servants, the accused officer may with the permission of the disciplinary authority avail himself of the assistance of a legal aid practitioner.

Provisions barring representation by legal practitioners before bodies or Tribunals other than courts must be removed, e.g., in Rent Control, Land Reform litigation, etc.

Some Indian statutes provide for refund of court fee to a successful party in certain cases. If an uncertain legal position calls for a determination by a higher court in appeal refund should be made. Special Leave matters before Supreme Court would be proper instances for refunds. Initially it may be made applicable to persons whose income falls below Rs. 5,000 per year.

A legal Fund may be set up to compensate for loss sustained by a client as a result of his Counsel's dishonesty.

Suitors fund may be constituted to provide for the payment of costs of both the parties out of such fund where a substantial

question of law is involved in the matter or matters of public interest.

Eligibility for such reimbursement may be certified by the appropriate counsel and may consist of total compensation to those litigants earning between Rs. 5,000 per year and 1/3 compensation to those earning between Rs. 5,000 and Rs. 10,000.

#### *Legal Aid & Law Schools*

Law School clinics should be a visible and effective instrument for community education and a wide variety of far reaching preventive legal service programmes.

Statutory adoption of student practice Rules enabling law students to appear in court on behalf of indigent clients would be a good step. Advocates Act to be amended suitably.

A monthly stipend of Rs. 250 during the period and a possibility of being admitted to the collegium of legal aid lawyers would give a student initiative and confidence for starting professional career in legal aid work.

Whether a 6 months period of compulsory public service in a rural or tribal legal aid agency towards the end of the 3 year academic instruction can be prescribed needs to be examined.

#### *Research, Law Reform and Evaluation*

Research and Law Reforms functions should be built into the National Scheme for legal aid and a suitable apparatus should be provided to undertake and promote research to examine law reform proposals, to identify the programmes and institutions.

There shall be a Research Director at the National level dealing with (i) Statistics, (ii) Social and economic problems of the indigent, (iii) Litigation Research including test case litigation, (iv) Legislative Research, and (v) Performance Audit and Evaluation. Likewise in the State level.

The consultative councils comprising of legislators, civil servants, men and women in public life, nominees from Bar Council of India, Social Welfare Board, Planning Commission, Commissioner for Scheduled Castes and Tribes, etc., should be created at the National, State and District levels to keep the legal service programme in touch with different strata of society.

#### *Communication and Training*

An effective communication programme by means of radios, television, and films as to the availability and location of legal services and to make people aware of their rights under law, is the first imperative.

An eight-week intensive training course should be given for full-time legal aid lawyers and para-professionals. Penal lawyers must receive two weeks of training. There should also be a programme of ex-service training and refresher courses in order to draw on the required experience of legal aid workers.

A National Training Institute for legal aid may be established to coordinate and refine the work.

#### *Legal Aid and the Legal Profession*

Obligation must be cast by a statute on all lawyers to do a specified minimum of legal aid work. Failure to accept legal aid brief except for proper and justifiable reasons should be regarded as professional misconduct.

The Legal Aid Committee, would assign cases to counsel, taking into account the preferences of the client into consideration.

A public sector in the practice of law which may compete with and provide a reasonably priced alternative to the private legal services, may be created. Central and State Governments and public sector Undertakings pay fanciful fees to lawyers to represent them, which inflates the standard of fees. They should decide to pay only reasonable fees, to be fixed by the National Legal Services Authority. Company Law Board should issue directives to Private & Public Limited Companies to entrust their work only to State-provided lawyers as far as possible or private lawyers on fees fixed by the aforesaid Authority. Sanction should also be provided that companies violating the directive shall not be permitted to debit the legal expenses incurred by them in the accounts of the company but shall be borne by the Directors.

When Directors of a Company challenge investigations under sections 235 or 237 of the Companies Act, the costs are reimbursed to them from out of the Company's funds.

Directors, therefore, engage the best counsels at fanciful fees. Companies Act

should be amended to provide that costs in such cases shall not be reimbursed, unless the Court otherwise orders.

The State and its subsidiary agencies should not pay to any of its law officers fees of an undue dimension. The maximum limit of their fees should be fixed.

Lawyers' Service Co-operatives to provide legal aid may be encouraged. If they work well, some part of the Government work may be handed over to them and rewards may be given in the form of tax exemption etc., to members of such co-operatives, as also free office premises, preference in judicial appointments and the like.

#### *Role of Voluntary Agencies*

Voluntary Agencies should be closely associated with legal aid organisations and they should be represented at all levels including National Legal Service Authority.

Associations with a proven records of services in this field can be given subventions or grants for legal aid subject to the usual financial safeguards.

Where an organisation renders direct legal aid, it can claim associate status and have it conferred by the National Scheme.

#### *Means Test in Legal Aid*

The assets limits under Order 33, C.P.C. should be raised to Rs. 1000 and, in computing the cost of litigation an amount equal to the court fee be added to represent the cost of witnesses, printing, etc.

As a general matter, completely subsidised legal aid should be available to any family unit consisting of husband, wife and children whose gross income is Rs. 2400 per year or less.

Family units whose gross income is more than Rs. 5000 per year will not be eligible for any assistance.

The eligibility criteria would apply to civil and criminal litigation and the following are automatically eligible for legal aid, i.e., Scheduled Castes and Tribes, women and children bringing action under section 488 Cr. P.C., defence personnel, Indian Embassy Staff abroad earning less than Rs. 5000 per annum, lunatics etc.,

Private Corporations, Co-operatives and Charitable groups are also eligible for

legal aid where their objects are of social welfare type.

#### *Organisation of Legal Aid*

A separate Government Department— not advisable, since the individual has to be assisted against Governments Department as well, nor to be entrusted to the Judiciary. A specialised Agency would be best. A statutory Organisation should be created for the purpose.

Necessary legislation may be enacted by Parliament for the establishment of a statutory Corporation called National Legal Services Authority.

The Member-Secretary of the Local Committee shall be the Chief Executive Officer who will give legal advice, draft simple documents, receive applications for legal aid and above all appear in courts in some cases. He shall be paid a fixed salary.

Where a large section of weaker strata of the Community is concentrated far from the Headquarters of Legal Aid Committee, a legal Extension Officer may be posted at the Block Headquarters to give legal advice to them.

Above the Local Committee, there shall be a District Legal Aid Committee headed by a full-time paid Secretary to supervise and guide the local Committee and dispose off appeals against the orders of local Committee refusing aid.

Apart from the Counsels on the Panel a full time Public Counsel for the indigent may be appointed to do all legally aided cases.

The National Legal Services Authority would be responsible for laying down the policy, administer the scheme of legal aid and for making grants-in-aid to the State Legal Aid Boards.

Provision may be made by the National Authority and State Boards for purposes of establishment of funds, and exemption from Income Tax and Wealth Tax.

Preference will be given to those who have worked under the legal aid scheme in making appointments to the Judicial service of the State or even by reserving a certain percentage of appointments to them.

#### *Financial Aspects of Legal Aid*

The total expenditure which is likely to be incurred in covering the entire country



with a net-work of legal centres and committees would come to Rs. 3.5 crores.

Once it is recognised that the provision of legal aid is one of normal function of State, the funds would have to be provided in the same manner as for any other public purpose. It may be possible to stimulate donations from private sources for legal aid by making such deduction charitable and hence exempt from Income Tax.

#### *A Phased Programme*

Stage by stage implementation of a project particularly an elaborate scheme like this would have certain inherent advantages of its own and postponement of scheme till last detail is ready for execution is not wise.

Since a lot of preparatory work is required, the task of implementing the proposals should be entrusted to a Special Cell in charge of an officer with sufficient enthusiasm and vigour.

Nagaland. Pay Commission, 1973-74. Report. Kohima, (printed by)  
Controller of Printing & Stationery, 1974. 243p.

The Government of Nagaland, appointed the Nagaland Pay Commission in 1973 under the chairmanship of *Mrs. B. Khongmen*.

The following are the terms of reference of the committee :

(1) Changes in the structure of emoluments of the different classes of employees working under the Government of Nagaland, desirable and feasible. In regard to Class IV employees the recommendations to be made separately in respect of those who are entitled to free ration or allowance in lieu and those not entitled to it; (2) Whether the Innerline Special Pay should continue to be paid and if so at what rate; (3) Whether the Special Allowance sanctioned for certain difficult areas should continue and if so at what rate; what would be the criteria for classifying a place as a difficult area; (4) What should be the criteria for determining the eligibility for grant of winter allowance and which categories of employees should be entitled to it and at what rates; (5) What changes if any, are required in regard to rules governing employment of Personal Peons and use of Government vehicles; (6) What should be the House Rent Allowance payable to the Government servants who are not provided with Government accommodation and at what rate House Rent should be recovered in case where Government accommodation is made available, whether such rates of House Rent or recovery of House Rent should be uniform throughout the State or it should vary from place to place and if so what should be the criteria for determining the rates at various places; (7) Whether any changes

on the existing rates of Travelling allowance are called for and if so what should be the revised rates; whether any changes are necessary in regard to the principle of determining the 'grade of the employees' for the purpose of Travelling allowances; (8) Whether any changes are necessary in regard to the Death-cum-Retirement Benefits; (9) Whether any changes are necessary in regard to the Medical facilities admissible to the Nagaland Government servants posted within Nagaland and outside; (10) Whether any changes are necessary in regard to the retiring of age Government servants; and (11) Whether it is necessary to prescribe a formula for grant of Dearness allowance in addition to pay.

#### SUMMARY OF RECOMMENDATIONS

##### *Principles of Pay Determination*

In formulating the pay scales, the Commission adopted the following principles :

- (a) The minimum emoluments of an employee including the Innerline Special Pay should be Rs. 200 per month;
- (b) The workshop categories and drivers have been categorised into Grades—I, II and III on the basis of the level of proficiency required in their work; and
- (c) Teachers deserve better scales of pay.

There are altogether 58 scales of pay in Nagaland apart from a good number of officers on fixed pay. The Commission has brought down the number of scales to 22. The Government is requested that in future



all posts may be created in the new scales proposed.

### *General Recommendations on Pay Structure*

The Commission has prescribed uniform scale to the posts belonging to the same category. Cases of special pay are abolished or absorbed in the new scales.

There are some scales of pay where the span is very limited. New scales with longer span are recommended. Among the new scales, there are only three scales with a span of 10 years or less. New scales have been done away with the provision of efficiency bar also.

With a view to narrow down disparities, the Commission has recommended overlapping scales in cases where the maximum of the lower scale is the starting point for the higher scale.

Selection grades at not exceeding 20 per cent the strength may be introduced where promotional avenues are limited or not available. Where the strength of the cadre is not more than five, one selection grade post may be introduced. No new set of selection grade pay scales is provided. The next higher pay scales from among the revised pay scales, may be prescribed for the selection grade posts. An employee who has completed fifteen years in the main grade may be granted selection grade. The Commission examined the existing provisions regarding deputation allowance and found that they are adequate. Within the State, when officers from one Department are posted/deputed for works in other Departments, deputation allowance used to be sanctioned liberally on the lines of the Government of India's general orders. The Commission recommended that this system be discontinued except in cases where Government servants are sent on deputation on foreign service terms. No deputationist may be brought to any Class III and IV posts. Deputation may be allowed to selective posts of highly specialised or technical nature. The duration for which an incumbent may hold a post on deputation may not exceed four years.

### *Innerline Special Pay*

So far, Innerline Special Pay has been given on percentage basis according to the status of the Government employees. The Commission recommended that it may be delinked from the status of the employees and may be given at slab rates on the basis

of the basic pay only. With effect from the date the recommendations are enforced by the Government, the quantum of Innerline Special Pay admissible to All India Service Officers should also be the same as in the case of other State Government employees. No change in the existing rate of Innerline Special Pay, i.e., 33 per cent of pay, is proposed, however, the Government may examine this question further in due course to see whether the rate of Innerline Special Pay in respect of the deputationist also can be made uniform with that admissible to the State Government employees, since the pay structure of the Central and State Government employees of many states have been revised recently. The rate of Innerline Special Pay for the Divisional Accountants may also be the same as in the case of other State Government employees. The State Government employees on Central scales of pay may also be granted Innerline Special Pay.

### *Other Special Pays*

In case of special pays given in lieu of higher scales of pay, new scales have been prescribed, wherever feasible. Some special pays are abolished. Wherever justified, new special pays or enhancement of existing ones are recommended. While special pays for holding *ex-officio* appointments are to continue to be granted in compensation for the additional responsibilities, no other perquisites such as vehicle, and drivers, personal and office expenses and other Personal staff are to be provided.

### *Difficult Area Allowance*

Difficult Area Allowance at the rate of 10 per cent of basic pay subject to a maximum of Rs. 150 per month may be paid to all those employees who are posted to these areas. All other minimum and maximum limitations, now in force may be done away with.

As regards to the classification of places into difficult areas, the existing orders were issued in 1969. With the passage of time many of the bottlenecks that necessitated the grant of Difficult Area Allowance in such places are gradually being removed. The Commission recommended that the Government may review the position periodically, once in three years, and reclassify the difficult areas.

### *Winter Allowance*

Winter allowance at the rate of 10 per cent of basic pay subject to a maximum of Rs. 50 per month for those who draw basic

with a net-work of legal centres and committees would come to Rs. 3.5 crores.

Once it is recognised that the provision of legal aid is one of normal function of State, the funds would have to be provided in the same manner as for any other public purpose. It may be possible to stimulate donations from private sources for legal aid by making such deduction charitable and hence exempt from Income Tax.

#### *A Phased Programme*

Stage by stage implementation of a project particularly an elaborate scheme like this would have certain inherent advantages of its own and postponement of scheme till last detail is ready for execution is not wise.

Since a lot of preparatory work is required, the task of implementing the proposals should be entrusted to a Special Cell in charge of an officer with sufficient enthusiasm and vigour.

### Nagaland. Pay Commission, 1973-74. Report. Kohima, (printed by) Controller of Printing & Stationery, 1974. 243p.

The Government of Nagaland, appointed the Nagaland Pay Commission in 1973 under the chairmanship of *Mrs. B. Khongmen*.

The following are the terms of reference of the committee :

(1) Changes in the structure of emoluments of the different classes of employees working under the Government of Nagaland as may be desirable and feasible. In regard to Class IV employees the recommendations to be made separately in respect of those who are entitled to free ration or allowance in lieu and those not entitled to it; (2) Whether the Innerline Special Pay should continue to be paid and if so at what rate; (3) Whether the Special allowance sanctioned for certain difficult areas should continue and if so at what rate; what would be the criteria for classifying a place as a difficult area; (4) What should be the criteria for determining the eligibility for grant of winter allowance and which categories of employees should be entitled to it and at what rates; (5) What changes if any, are required in regard to rules governing employment of Personal Peons and use of Government vehicles; (6) What should be the House Rent Allowance payable to the Government servants who are not provided with Government accommodation and at what rate House Rent should be recovered in case where Government accommodation is made available, whether such rates of House Rent or recovery of House Rent should be uniform throughout the State or it should vary from place to place and if so what should be the criteria for determining the rates at various places; (7) Whether any changes

on the existing rates of Travelling allowance are called for and if so what should be the revised rates; whether any changes are necessary in regard to the principle of determining the 'grade of the employees' for the purpose of Travelling allowances; (8) Whether any changes are necessary in regard to the Death-cum-Retirement Benefits; (9) Whether any changes are necessary in regard to the Medical facilities admissible to the Nagaland Government servants posted within Nagaland and outside; (10) Whether any changes are necessary in regard to the retiring of age Government servants; and (11) Whether it is necessary to prescribe a formula for grant of Dearness allowance in addition to pay.

#### SUMMARY OF RECOMMENDATIONS

##### *Principles of Pay Determination*

In formulating the pay scales, the Commission adopted the following principles :

- (a) The minimum emoluments of an employee including the Innerline Special Pay should be Rs. 200 per month;
- (b) The workshop categories and drivers have been categorised into Grades—I, II and III on the basis of the level of proficiency required in their work; and
- (c) Teachers deserve better scales of pay.

There are altogether 58 scales of pay in Nagaland apart from a good number of officers on fixed pay. The Commission has brought down the number of scales to 22. The Government is requested that in future

all posts may be created in the new scales proposed.

#### *General Recommendations on Pay Structure*

The Commission has prescribed uniform scale to the posts belonging to the same category. Cases of special pay are abolished or absorbed in the new scales.

There are some scales of pay where the span is very limited. New scales with longer span are recommended. Among the new scales, there are only three scales with a span of 10 years or less. New scales have been done away with the provision of efficiency bar also.

With a view to narrow down disparities, the Commission has recommended overlapping scales in cases where the maximum of the lower scale is the starting point for the higher scale.

Selection grades at not exceeding 20 per cent the strength may be introduced where promotional avenues are limited or not available. Where the strength of the cadre is not more than five, one selection grade post may be introduced. No new set of selection grade pay scales is provided. The next higher pay scales from among the revised pay scales, may be prescribed for the selection grade posts. An employee who has completed fifteen years in the main grade may be granted selection grade. The Commission examined the existing provisions regarding deputation allowance and found that they are adequate. Within the State, when officers from one Department are posted/deputed for works in other Departments, deputation allowance used to be sanctioned liberally on the lines of the Government of India's general orders. The Commission recommended that this system be discontinued except in cases where Government servants are sent on deputation on foreign service terms. No deputationist may be brought to any Class III and IV posts. Deputation may be allowed to selective posts of highly specialised or technical nature. The duration for which an incumbent may hold a post on deputation may not exceed four years.

#### *Innerline Special Pay*

So far, Innerline Special Pay has been given on percentage basis according to the status of the Government employees. The Commission recommended that it may be delinked from the status of the employees and may be given at slab rates on the basis

of the basic pay only. With effect from the date the recommendations are enforced by the Government, the quantum of Innerline Special Pay admissible to All India Service Officers should also be the same as in the case of other State Government employees. No change in the existing rate of Innerline Special Pay, i.e., 33 per cent of pay, is proposed, however, the Government may examine this question further in due course to see whether the rate of Innerline Special Pay in respect of the deputationist also can be made uniform with that admissible to the State Government employees, since the pay structure of the Central and State Government employees of many states have been revised recently. The rate of Innerline Special Pay for the Divisional Accountants may also be the same as in the case of other State Government employees. The State Government employees on Central scales of pay may also be granted Innerline Special Pay.

#### *Other Special Pays*

In case of special pays given in lieu of higher scales of pay, new scales have been prescribed, wherever feasible. Some special pays are abolished. Wherever justified, new special pays or enhancement of existing ones are recommended. While special pays for holding *ex-officio* appointments are to continue to be granted in compensation for the additional responsibilities, no other perquisites such as vehicles and drivers, personal and office peons and other Personal staff are to be provided.

#### *Difficult Area Allowance*

Difficult Area Allowance at the rate of 10 per cent of basic pay subject to a maximum of Rs. 150 per month may be paid to all those employees who are posted to such areas. All other minimum and maximum limitations, now in force may be done away with.

As regards to the classification of places into difficult areas, the existing orders were issued in 1969. With the passage of time many of the bottlenecks that necessitated the grant of Difficult Area Allowance in such places are gradually being removed. The Commission recommended that the Government may review the position periodically, once in three years, and reclassify the difficult areas.

#### *Winter Allowance*

Winter allowance at the rate of 10 per cent of basic pay subject to a maximum of Rs. 50 per month for those who draw basic

pay up to Rs. 600 per month with marginal adjustments up to Rs. 650 may be granted for five months from October to February every year. This may be admissible to those Government servants posted to places where the altitude is 900 meters or more.

#### *Personal Peons/Peons Attached to Officers*

No new post of Personal Peon be created on regular basis and the existing regular posts of Personal Peons, as and when fall vacant, may be abolished from regular establishment. Those officers who are entitled to Personal Peons on regular basis may be provided with contingency paid menials at a consolidated pay of Rs. 200 per month. These menials may not be entitled to any other allowances such as house rent allowance, winter allowance, etc, nor will they be issued with liveries. Also, the regular peons who are attached with officers may not be given liveries.

#### *Government Vehicles*

The Commission recommended the following monthly rates of vehicle maintenance allowance and the lump-sum payment for major repairs to officers periodically :

Reimbursement of the Cost of P.O.L. to the Officers may be done at the following rates :

- (a) Chief Secretary, Commissioner, Dev. Commissioner, Adviser, Financial Commissioner, Deputy Commissioners, Addl. Deputy Commissioners and Sub-Divisional Officers (Civil) — 100 litres
- (b) Heads of Departments and certain other officers who are now entitled to the cost of 60 litres — 80 litres
- (c) All other officers — 60 litres

#### *Housing Facilities and House Rent Allowance*

Irrespective of the date of the entry into service, all Government employees, who are entitled may be allowed to draw House Rent Allowance @ 15 per cent of the basic pay subject to the conditions already laid down by the Government, and all Government employees when posted to inferior places, where there is no private accommodation available on rent, may be provided with free, furnished accommodation and rental value be recovered from them.

<i>Place of posting</i>	<i>Condition of vehicles</i>	<i>Rate of monthly vehicle maintenance allowance</i>	<i>Rate of lumpsum payment</i>
District & Sub-Divisional H.Q. (except Kiphira Sub-Division) and stations falling on the main roads.	(a) New Vehicles	Rs. 200/-	Actual expenditure incurred on such repairs subject to a maximum of Rs. 2000 in two years.
	(b) Old Vehicles	Rs. 300/-	Actual expenditure incurred on such repairs subject to a maximum of Rs. 3000 in two years.
Other places and Kiphira Sub-Division.	(a) New Vehicles	Rs. 250/-	Actual expenditure incurred on such repairs subject to a maximum of Rs. 2500 in two years.
	(b) Old Vehicles	Rs. 350/-	Actual expenditure incurred on such repairs subject to a maximum of Rs. 4000 in two years.

If this is agreed to, the workshops organisations may be abolished in a phased manner and the employees absorbed in future vacancies in FWD, NST and Electricity Departments in equivalent grades.

Female nurses in the Medical and Public Health Department, if provided with Government accommodation in the hospital premises, may not be required to pay house rent irrespective of their dates of appointment in Government service.

*Travelling Allowance*

For the purpose of TA and DA Government Servants are regarded as follows :

- Grade—I Those drawing a basic pay of Rs. 1000 or more.
- Grade—II Those drawing a basic pay of Rs. 500 and above but less than Rs. 1000.
- Grade—III All Class-III employees whose basic pay is less than Rs. 500.
- Grade—IV All other employees.

The Commission felt the present method of computing incidentals for rail journeys as cumbersome and recommended its replacement by one daily allowance at ordinary rates for every 24 hours or part thereof.

Only those in receipt of a basic pay of Rs. 1400 and above may be allowed to travel by air. They may also be allowed to travel by air conditioned (Sleeper) accommodation by rail.

The Commission recommended the following revised rates of transfer grant :

Grade—I	Rs. 400
Grade—II	Rs. 300
Grade—III	Rs. 200
Grade—IV	Rs. 100

Transfer incidentals may also be replaced by the grant of one daily allowance to the employees and one daily allowance each for the members of his family for each 24 hours spent in transit. Children below 12 years may be given half the daily allowance.

Travelling allowance at transfer rates may be given to retiring Government employees and families up to the declared home town or up to the place where they want to settle. This concession may also be granted to the families of Government employees who die while in service.

*Death-cum-Retirement Benefits*

The Commission recommended that (1) Government servants should be given option to retire after putting in 25 years of qualifying service, (2) Retirement should take place only on the afternoon of the last day of the month in which the Government servant attains the age of superannuation, (3) Full pension may be given for 25 years of service, (4) The present monetary limit of Rs. 675 per month for pension may also be raised to Rs. 1000 per month, (5) Innerline Special Pay also be reckoned as emoluments for the purpose of calculating pensions, (6) The maximum limit for gratuity may be revised from Rs. 24,000 to Rs. 30,000, (7) Family pension rate may be enhanced, (8) A Government servant is to surrender gratuity equivalent to 2 months pay for becoming eligible for family pension benefits. This provision may be done away with, (9) All Nagaland pensioners may be given an enhancement of 15 per cent of their pension subject to the condition that the minimum pension after this enhancement should be Rs. 60 per month.

*Leave and Leave Entitlement*

The Commission recommended that. (1) Employees may be allowed to earn earned leave at 1/10th of the period spent on duty from the very beginning of their service, (2) Last pay drawn should be the leave salary for all categories of employees, (3) The present limit of Rs. 750 per month on the leave salary for half average pay leave may be removed, (4) The maximum limit of 240 days of commuted leave which can be availed during the entire service may be removed, (5) Maternity leave should not be granted if the Applicant has three or more living children, (6) A scheme for encashment of leave may be introduced for the Nagaland Government employees, (7) Employees should be allowed to encash the earned leave due to them on the date of retirement subject to a limit of 120 days and if an employee dies while in service, leave salary for a maximum of 120 days of earned leave may be paid to the family, (8) Once in four years, Government servants may be allowed to visit any place in India while on leave by availing leave travel concession, and (9) Leave travel concession may be given to employees for journeys performed during casual leave also without specifying any minimum period of absence.

*Overtime Allowance*

Overtime Allowance may be paid at new rates as mentioned below :

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Basic pay below Rs. 250.	For the first one hour Nil, thereafter Re. 0.75 per hour.
Basic pay Rs. 250 and above but below Rs. 350.	For the first one hour Nil, thereafter Re. 1 per hour.
Basic pay Rs. 350 and above but below Rs. 450.	For the first one hour Nil, thereafter Re. 1.50 per hour.
Basic pay Rs. 450 and above but below Rs. 600.	For the first one hour Nil, thereafter Rs. 2 per hour.

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The new rates of overtime allowance may be subject to the following conditions:

- Maximum monthly limit may be Rs. 50 for which no relaxation may be given.
- Supervisory staff and those getting emoluments of Rs. 600 or more should not be entitled for overtime allowance.
- Overtime works may be authorised only very sparingly with the approval of the heads of offices and in the Secretariat, with the approval of the Secretary/Joint Secretary in charge of the Department concerned, only when works are very urgent and cannot be postponed.

*Recommendations on Miscellaneous Matters*

Annual increments may be paid from the first day of the month in which they are due.

Contract employees may be given a contract allowance of 20 per cent of basic pay subject to a maximum of Rs. 200 per month instead of higher contract scales. Existing contract employees may be given an option to come over to the new terms.

New classification may be as under :

All employees, the maximum of whose scale is Rs. 1400 or more. Class—I

All employees, the maximum of whose scale is Rs. 1000 or more but less than Rs. 1400. Class—II

All employees, the maximum of whose scale is Rs. 300 or more but less than Rs. 1000. Class III

All employees, the maximum of whose scale is less than Rs. 300. Class IV

*Fixation of Pay in the New Scales*

All employees are to be given a minimum benefit of Rs. 25 while fixing the pay in the new scales. However, maximum benefit may not exceed Rs. 50.

*Free Ration*

The Government may examine and rationalise the system of free ration to effect economy by a review of the existing scale, item of ration and entitlements. Those who are entitled to free ration may continue to forego the Innerline Special Pay.

*Amenities*

In view of the increased cost of vehicles, the maximum amount of advance for the purchase of motor car may be raised to Rs. 20,000 and that for a motor cycle/scooter to Rs. 3500. The Commission recommended of a scheme for opening one Government sponsored club in each administrative Headquarter. A building may be provided by the Government and a suitable lump sum annual grant in the form of subsidy may be granted which may be utilised for games, purchase of furniture, etc. A Family Benefit Scheme, with a monthly contribution of Rs. 5 per employee may be introduced.



After contributing for 30 years or in the case of death, Rs. 5000 will be payable. In other cases specific amount will be admissible.

*Date of Effect of Commission's Recommendations*

The recommendations may be given effect to from the 1st April 1974.

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senior civil servants have not got the opportunity of hearing the Prime Minister speak directly to them. The Prime Minister's initiative in making a breach in this ill-starred tradition has to be taken note of, welcomed and encouraged by public appreciation. The ice between the Prime Minister and the civil servants has been cracked, the Prime Minister may in consultation with those among them whom she has from personal experience and acquaintance found the most competent and the most fertile, not only in ideas but in the capacity of matching schemes with performance, devise a MISA type ordinance for cleansing the services.

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In India genuine efforts have been made in this direction. A number of special studies have been carried out by national and international experts. Various commissions, including the A.R.C. have indicated

the major directions for innovations and policy formulation. Department of Administrative Reforms has already been set up as the model agency for reform work. O & M cells to provide local productivity services support are working in almost all ministries and departments. Similar steps have been taken at the State level administration. Training programmes for various levels of civil service have incorporated management techniques as a significant component of the syllabi. However, the author feels that a distinction has to be made between efficiency and effectiveness so that the over zealous pursuit of economy and efficiency may not jeopardize some of the nobler purposes of the government.

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The article summarizes and critically examines the main findings and recommendations of the report of a Committee appointed by the Government of Tamil Nadu in December 1972 under the chairmanship of Shri V. Karthikeyan to: (1) hold enquires into the matter of revision of minimum wages for agricultural labourers in Tamil Nadu, and to (2) advise the state government in the matter of revision of minimum rates of wages for employment in agriculture. It is pointed out that the manner in which the Committee arrived at its conclusions and recommendations gives the impression that there is much to be desired in it.

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—, Prevailing conditions in agriculture in Andhra Pradesh: a review. Community Development and Panchayati Raj Digest, 6(2) Oct. 74, p. 86-93.

The article reviews the main findings and recommendations of the report of the Minimum Wages Committee for Employment in Agriculture appointed by the Government of Andhra Pradesh in 1971 under the chairmanship of Prof. G. Parathasarathy. It is concluded that there cannot be a unilinear approach for improving the conditions of agricultural labour. While remedies such as the fixation, periodic revision and effective implementation of minimum wages may help to improve the condition of this class, measures which bring about fundamental changes in the agrarian structure and social relations only can make some dent into their problems.

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SAH, S.L. Talcher disproves the planners; coal based fertiliser. Times of India, 14 Nov. 74, p. 4.

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*Contents:* Eleven eventful years, by S. Ramachandran; Helping hand to small mine owners, by S. Kumar Dev; Iron ore prices: MMTC's efforts at realising higher unit value; Import of non-ferrous metals; Imports of fertilisers, rock phosphate and sulphur; The performance in 1973-74; MMTC: a statistical profile.

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#### GOVERNMENT ENTERPRISE

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CHATTOPADHYAY, P. Should the accounting system of public enterprises be changed? Capital, 173(4336) 31 Oct. 74, p. 612-13.

The accounting system of the government enterprises should reflect the true

character of the purposes behind these enterprises. In view of already built up tradition of the public sector, the author suggests of changing the public-sector accounting pattern from the commercial accounting system to the performance accounting system. Such change is indicated even for those commercial enterprises in the public sector which function essentially with a non-commercial motive.

#### GOVERNMENT ENTERPRISE— FINANCE

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Financial management should contribute to the efficient performance of business organisation and its constituent parts. This could be done through a proper inflow and outflow of cash through an efficient management of the assets and liabilities of the organisation. However, the traditional concept of financial management has been very narrow. Indian financial system which is based on rules and procedures needs a drastic overhauling if it is to be modernised. Planning, Programming and Budgeting System and Performance Budgeting are some of the modern techniques meant to incorporate some of the economic and business concepts into the governmental system of financial management. Evaluation of alternatives in terms of cost-benefit consequences, net-work based project planning and control, improved inventory and cash management, appreciation of the role of accounting as an aid to management are some of the aspects of modern financial management.—*Author*

#### GOVERNMENT ENTERPRISE— PERSONNEL

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## GOVERNMENT PUBLICITY

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## GOVERNMENT RECORDS

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Reports and communications received by a head of government become part of public record if they are passed on to a Secretary to Government for filing or action. The head of the government has authority to instruct the Secretary not to treat these reports as official papers. The author questions the justification of removal of such papers from official records by a head of government on the grounds that political opponents if they come to power need not see them in case they are related to them.

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PETTY, M.M. A Multivariate analysis of the effects of experience and training upon performance in a leaderless group discussion. Personnel Psychology, 27(2) Summer 74, p. 271-82.

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KELIN, RUDOLF. Policy making in the national health service. Political studies, 22(1) Mar. 74, p. 1-14.

SINGH, PARTAP (University College, Kurukshetra). Municipal public health services: a study of Haryana. Nagarlok, 6(3) July-Sept. 74, p. 25-34.

Public health is the most important function of municipal government. Under public health are included a large number of services such as water supply, sanitation and conservancy, drainage, medical relief, flood control, parks and gardens, etc. The author attempts to judge the level and quality of public health services provided by the municipalities in Haryana. It is found that these services are rendered on considerably limited scale. Though the expenditure on each service has increased considerably, but there has been an increase in urban population and in the cost of providing services also. In consequence, the per capita availability of municipal services has not risen to any appreciable extent. The inability of the municipalities to render services adequately and effectively has strengthened the movement in favour of 'provincialisation' of certain services included within the sphere of their work. This is retrograde step. The remedy lies not in depriving the municipal bodies of their functions and responsibilities but in improving and strengthening their organisational and administrative set-up, allocating

to them adequate financial resources and equipping them with competent personnel.

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### HOURS OF LABOUR

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### HOUSING

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PANDEY, R.K. Housing and accommodation problems in Gorakhpur city. *Civic Affairs*, 22(3) Oct. 74, p. 25-30.

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SHAH, UTTAM CHAND (Town and Country Planning Department, Government of Madhya Pradesh). A Case for socialisation of housing. *Quarterly Journal of the Local Self-Government Institute*, 44(4)+45 (1) Apr.-June & July-Sept. 74, p. 275-9.

In the existing set-up in our country there seems to be no effective solution to the housing problem which is aggravating day by day. A few individual housing projects undertaken by the Central and State governments are a scattered and peacemeal

approach and are no answer to the gigantic problem that exist today. A small rich section of the community consisting of speculators, blackmarketeers and contractors, has appropriated to itself vast chunks of urban land leaving the overwhelming majority of urban poor to live in intolerable conditions. What is required is not the half-hearted policy—in fact there is no housing policy in India—but a well conceived planned approach involving radical measures.

The author advocates socialising of housing policy which alone holds key to the housing problems. Besides meeting the need of housing of millions of urbanites, provide economics of scale, control inflation and land speculation and pave way for equal distribution of national wealth. Under this scheme the massive housing programme would be implemented by public agencies such as City Development Authority or Improvement Trust, Municipal Corporation or Council, Housing Board and special Area Development Authority. State agencies would play a major role in providing finance for the implementation of the schemes.

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MacMILLAN, JAMMES A. and NICKEL, EDITH. An Economic appraisal of urban housing assistance: rental supplements versus public housing. *Canadian Public Administration*, 17(3). Fall 74, p. 443-60.

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## INDIA—FOREIGN RELATIONS

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## INDIANS ABROAD

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## INDUSTRIAL CAPACITY

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## INDUSTRIAL MANAGEMENT

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R & D in India: thin spread of funds over vast area. *Economic Times*, 28 Oct. 74, p. 5.

## INDUSTRY

ADMINISTRATION of industrial policy. *Indian Journal of Public Administration*, 20(3) July-Sept. 74, p. 453-700 (complete issue).

*Contents:* Growth of entrepreneurship in small and medium sector, by R.S. Bhatt; Organisation and role of DGTD—problems and perspectives, by B.J. Shahaney; Foreign investment/collaboration in India, by T.N. Chaturvedi; Capital issues control, by R.M. Bhandari; Industrial policy—prospects and constraints, by K.K. Birla; Development banking in India's industrial development—problems and perspectives, by M.K. Venkatachalam; Finances of the state Development Banks, by M.S. Ramesh; Role and organisation of the Monopolies Commission in India, by J.L. Nain; Government regulation of private industry—an international comparison, by Nitish Sengupta; Industrial bourgeoisie and the Indian political system, by C.P. Bhambhri; Indian investment overseas, by K.C. Sodhia; Basic issues in technological independence, by V.P. Chitale; Consultancy services—catalytic agents in the system, by L.C. Jain; Finance for industry, by B.G. Hebbalkar; Industrial relations policy through the Five Year Plans, by R.C. Goyal; strategy for India's industrial development, by Mohit Sen; Planning for industrial development in Rajasthan, by Rakesh Hooja and Harsh Sethi; Select bibliography, by I.R. Kumar.

One of the important aspects of the management of the economy relates to the administration of Industrial Policy. The Policy in this area is conditioned by the basic ideals as enshrined in our Constitution. The changing horizons reflect the requirements and imperatives of the planning process.

In a democratic society, the promotion of entrepreneurship constitutes the crux of the problem of industrial development. The diffusion of entrepreneurship becomes all the more important in the framework of socio-economic policy at a particular stage of development. Shri R. S. Bhatt in his contribution analyses the issues involved and the steps needed for policy of promoting entrepreneurship in small and medium sectors of the economy so as to build up a sound and integrated industrial structure. Brigadier Shahaney deals with DGTD, its organisation and role in his article. DGTD



has to perform important regulatory as well as promotional functions. Shri Bhandari describes the logic and rationale for the control of Capital Issues in Industry so as to ensure a sound and scientific capital structure. The nature of ownership, regulation and dilution of capital investment in Industry has direct relevance to the fundamentals of our economic policy. Justice Nain analyses in his article the functions and purposes for which the Monopolies Commission has been set up. The experience of its working has important implications for the future of the industrial development in the country. One of the most important factors in industrialisation of a developing country is the role which banks have to play in making the necessary finances available for the changing requirements of industry. The problem of the control of industry by the Government poses a number of issues. Shri N.K. Sengupta attempts to analyse the delays and inadequacies involved in the operation of the mechanism of control and has drawn our attention to the experience of certain other countries in this regard. Dr. Bhambhri feels that the measures adopted by the Government have not achieved the goal of preventing the concentration of economic power and suggests that more radical measures ought to be taken to curb these monopolistic tendencies. Shri Venkatachalam's article on Development Banking deals with the role of the various agencies set up by the Government for this purpose, and discusses the manner in which they have been instrumental in providing developmental finance in consonance with the objectives of the Government laid down from time to time. Miss Ramesh in an informative article discusses the role of the State Development Banks. Taking up one particular institution, she indicates general trends and experience. Shri Hebbalkar analyses some of the basic problems facing us in the sphere of finance for industry and the manner in which Government is tackling the problems through the institutions that it has set up for this purpose. Shri Sodhia deals with the question of Indian investment overseas and identifies the prospects of development in the field. The

effort towards setting up of joint ventures abroad bears testimony to the growing industrial maturity of the country. The contribution by Shri Chaturvedi relating to foreign investment and collaborations in the background of our industrial policy highlights some of the issues as are prone to arise, and discusses the role of the promotional agency with the changing perspectives of that policy.

The question of the availability of technical know-how and the transfer of technology along with the need for promotion of Research and Development (R & D) are very relevant for the modernisation and diversification of the industrial base of the country. Shri Chitale analyses the basic issues involved in our trying to achieve technological independence. Shri Jain discusses the role of consultancy agencies in industrial advance. The problem of technical know-how and the availability of consultancy services have a vital bearing not only on the tempo and direction of industrial development but the totality of the planning process and even the educational policy and programmes in the country. Prof. Goyal's article deals with management and labour relations in industry and suggests the ways in which these could be improved in the national interest. The maintenance of harmonious relations in this field is conducive to industrial production, both for internal consumption as well as for export with a view to earn foreign exchange to sustain a programme of planned development. The requirements of social justice and progressive labour relations have to be reconciled with the compulsions of increased output in an economy of scarcity. Shri Hooja and Shri Sethi in their article have surveyed the planning for industrial development in Rajasthan as a case study. The problems that the States face in undertaking programmes of industrial development merit closer attention. In a broad survey of industrial policy, Shri Birla presents a viewpoint on the perspectives and constraints of industrial policy, and makes a plea for certain changes, which according to him will help to accelerate the growth of industry in the country. Shri Mohit Sen,

in his stimulating contribution, makes a critical analysis, from a different angle, of the strategy to be adopted to promote industrialisation in the country, and suggests another line of action.

AKRASANCE, NARANGCHAI. The Structure of industrial protection in Thailand during the 1960s. *Economic Bulletin for Asia and the Far East*, 24(2-3), Sept.-Dec. 73, p. 36-57.

BHATTACHARYA, A. and RAYE, JYOTI. Thana-Belapur belt industries. *Economic Times*, 10 Oct. 74, p. 5; 11 Oct. 74, p. 5

GHOSH, ARABINDA. Japanese 'Zai-batsus' and Indian industrial houses: an international comparison. *American Journal of Economics and Sociology*, 33(3) July 74, p. 317-26.

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## LAW—LANGUAGE

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## LAW ENFORCEMENT—INDIA

BANSAL, J. P. (Judicial Services, Rajasthan). Law and order: eternal vigilance. *Prashasnika*, 3(2) Apr.-June 74, p. 77-96.

Law is a pre-requisite for the maintenance of order. Effective administration must be based on rule of law. Dicey's concept of the rule of law lost its relevance in the view of phenomenal rise in the socio-economic and other welfare activities of the state. The judges have to be committed to the socio economic changes, which are taking place in the society and not to the political philosophy of the party in power.

Poverty, unemployment, inflation and high prices, population explosion, corruption, indiscipline, strikes, bundhs and certain drawbacks in our constitution are some of the causes which made the task of administration of law and order very much difficult. There is need for drastic change in our political, economic and social structure. The Constitution may incorporate a system of disciplinary proceedings and make it difficult for erring public servant to escape the consequences. Reconstruction of the police force is needed to effect such changes which may create a feeling of love, respect and praise among the people for them instead of hate, fear and dread. Senior and experienced officers can be made in charge of the district.

Judicial courts can be given powers so that it can restore public faith in public administration of law and order.

Certain suggestions are given relating to administration of civil justice, administration of criminal justice, judicial officers. There should be fewer and simple laws. Lokpals and Lokayuktas should be given certain powers.

JAIN, S. N. (Indian Law Institute, New Delhi). Is an individual bound by an illegal executive order? distinction between "void" and "voidable" administrative orders. *Journal of the Indian Law Institute*, 16(2) Apr.-June 74, p. 322-31.

The author comments on the process of reasoning both on the doctrinal and formalistic plane and the policy plane of the Supreme Court of India in their decision in *Nawabkhan Abbaskhan V. State of Gujarat* case involving the issue whether an individual is bound by an illegal order of the executive or the administration. In the specific case the Supreme Court held that the appellant was entitled to disregard the order and no prosecution could be launched against him.

RAJAN, V. N. (Police Services, Kerala). Administration of law and order. *Prashasnika*, 3(2), Apr.-June 74, p. 28-53.

Democracy is based on the rule of law. Only by legal process state can control the life and activity of the citizen. Rule of law treats all citizens equally. Order presupposes the existence of peace, its absence brings confusion and disorder. Principal factors contributing to disorder in India are strikes or 'bunds' organised by political Parties; labour agitations; students problems; communal conflicts. The paper gives certain suggestions to avoid these.

Prevention and detection of crime and bringing professional offenders to book are some of the chief functions of law and order machinery. The need for scientific approach and orientation in investigations is stressed. The entire criminal prosecution machinery needs overhauling. Worst kind of lawlessness is committed by law-enforcement agencies. Official high handedness, criminality and corruption come under this category. Discipline is to



be maintained. Anti-corruption agencies cannot work properly due to cumbersome procedure. The Santhanam Committee recommended simplifying departmental proceedings against corrupt officers.

Law and order is State's responsibility. Police in India should be made independent of the tutelage of the executive magistracy. It needs a strong, stable and self confident government to enforce the law.

### LAW ENFORCEMENT

SETHI, N. K. (H.C.M. State Institute of Public Administration, Jaipur). Maintenance of law and order: a plea for specialisation. *Prashasnika*, 3(2) Apr.-June 74, p. 121-30.

India is suffering from mass violence and anti-authority bias every where. Everybody feels that agitations are always rewarded and nothing short of a violent agitation is going to get any wrong redressed. There are political, students and labour agitations and communal riots. For this modernization of police administration is required. As maintenance of law and order rests with police and magistracy complete harmony, cooperation and co-ordination among these two will bring best results.

The case of Jaipur, the capital of a comparatively peaceful state — Rajasthan, has been taken to find out whether it is equipped with the necessary strength of magistrates to tackle the problems dealing with law and order.

SHARMA, P. D. (University of Rajasthan, Jaipur) Law and order administration: some basic issues. *Prashasnika*, 3(2) Apr.-June 74, p. 1-27.

In India, the post-independence era is characterised with rapid changes and violent upheavals in the two separate worlds of law and order. The status-quaist concept of order slows down the pace of formal change and the democratic apparatus tends to gloss over the socio-economic structure of these societies, which is essentially class-based and elitist

in character. The mass education and adult suffrage, which people in these societies have attained as a culmination of a long drawn out political process, generate multi-pronged forces of change, which the administrators of law dread as forces of disruption and even sabotage. The hypothesis being that the two administrators of law and order are not same. The paper analyses and evaluates the two separate categories of problems independently. The last part deals with the inter-relationship of the problems in the two areas. The analysis and projected solutions have been discussed in the light of Indian experience of last two decades.

SHARMA, SURENDRA (Police Services, Rajasthan). Law and order administration: emerging patterns. *Prashasnika*, 3(2) Apr.-June 74, p. 97-120.

Law and order is a condition of peace and freedom from violence obtained in a social order through binding force of customary rules. Execution of laws is done through judiciary, magistracy, police and jail.

In India, the system of police organisation is based on Police Act, of 1861, which needs some serious thinking and change.

Students, labour, employees, Naxalism and communalism are some of the major social problems to be handled carefully by the police. Strikes, bundhs and processions are a daily routine. A survey of agitations in Rajasthan was taken in 1972. Position of crime under special and local laws for the year 1971 in Rajasthan is revealed. Rajasthan police pattern is the same as followed in other states of the country having specialised central government agencies.

In India magistracy and police work side by side, which is obtained by appointing civil servants at the head of the police organisation. At present District Magistrate occupies a central position regarding law and order administration. Collector does not have a role in crime control and organisation and discipline of the force but in maintenance of law and order. An

able SP given suitable training can prove to be a good District Magistrate. Due to the differences in pay scales, there is a frustration among Superintendents of Police. Certain alternatives are suggested to solve this tangle.

SOOD, M. L. (I. S. E. Retd). Changing perspectives of law and order administration. *Prashasnik*, 3(2) Apr.-June 74, p. 55-76.

The law and order maintenance is the responsibility of the magistracy and the police. The inadequacy of the police force, lack of better communications, lack of better arms and ammunition and separation of the investigating set up from the law and order set up is a crippling issue.

The article discusses a situation where a magistrate faces a very hostile mob. Curfew is considered as a total failure of administration. A magistrate, once appointed for law and order duty must be recognised by the police. He should know the roads, the lanes and the turns, the people living there, their habits and habits, the good and the bad and their names.

Dacoits is also a social problem. Mass surrender is a terrific solution, which was only done in M.P. Improvement in techniques and policies is needed. Selection of an aggressive constabulary is needed from the areas where aggression is prominent. If he is rendered useless or killed in action his family should be properly compensated by the State. Compulsory life insurance schemes may be introduced.

At the divisional level an information and intelligence centre is to be established. Trained and well informed and well briefed police personnel are needed.

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#### LEGISLATORS

HOWE, CHARLES B. The Case of the professional legislator. *State Government*, 43(3), Summer, 74, p. 130-4.

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between the citizen and their government. *Journal of Parliamentary Information*, 20(4), Oct.-Dec. 74, p. 764-7.

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### LOCAL GOVERNMENT

DEVA RAJ. Recent local government reform in England. *Nagarloek*, 6(2), Apr.-June 74, p. 35-9.

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LONG, J. ARTHONY and SLEMKO, BRIAN. The Recruitment of local decision-makers in the five Canadian cities: some preliminary findings. *Canadian Journal of Political Science*, 7(3) Sept. 74, p. 550-63.

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#### LOCAL GOVERNMENT — DECISION MAKING

BARNES, SAMUEL H. Decision-making in Italian local politics: the view of the communal councilor. *Administration and Society*, 6(2) Aug. 74, p. 179-204.

#### LOCAL GOVERNMENT—FINANCE

VIGGI, A.P. (Education Services, Madhya Pradesh). A Study of local finance in Madhya Pradesh-13. *Quarterly Journal of the Local Self-Government Institute*, 44(4) & 45(1) April-June & July-Sept. 74, p. 293-312.

This is the 13th instalment of the author's thesis entitled 'A Study of Local Finance in Madhya Pradesh'. The author discusses various sources of finance in the different regions of Madhya Pradesh, some of which formerly formed part of other states. To bring about uniformity in the working of rural local bodies, the Madhya Pradesh Panchayat Act 1962 has been passed. However, things are not in proper shape as yet. The new-Act is being implemented in stages as and when the executive rules are finalised.

The author discusses the weaknesses of the old system of finances in the different regions and suggests improvement in the new one. It is proposed to introduce new taxes such as general sanitary cess (optional), Tonga stand and cart stand tax (optional), a fee grazing cattle, and a fee for temporary erections. According to him the changes

introduced in the new Act for rural local bodies in the states would make panchayats effective units of economic development and social transformation — *Reproduced*.

SUBRAHMANYAM, KOMEPLLA SIVA. Central loan agency for local authorities. *Eastern Economist*, 63(21) 22 Nov. 74, p. 926-8.

In view of their limited credit worthiness, local authorities, cannot raise loans from the open market. A special agency for the purpose is necessary. Such agencies exist in countries like Kenya, Guatemala, Belgium, the Netherlands and Israel. In India, no single central agency has been set up by any state government. The Local Finance Enquiry Committee (1951) favoured the idea a single municipal bank for each state, and the Study Team on Panchayati Raj Finances (1963) recommended a Panchayati Raj Finance Corporation, but no state government has acted upon the idea so far. The need for the establishment of a loan agency must be recognised and given due consideration.

#### MALRAUX, ANDRE

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REVIEW of Management. *Economic and Political Weekly*, 9(49) 30 Nov. 74, p. M77-103.

*Contents:* Expanding core; Motivation and organisational effectiveness, by Ishwar Dayal; Stock price level—a predictive analysis, by Pronab Sen; Pricing of safe deposit locker service, by Paul Manpilly; Evaluating advertising effectiveness, by Sanat Lahire; Futurology and public systems analysis, by J.G. Krishnayya.

WATSON, K. BRANTLEY. The Maturing of multiple management. *Management Review*, 63(7) July 74, p. 4-14.

#### MANAGEMENT BY OBJECTIVES

DUBEY, S.N. Management by objective strategy for social welfare organisation—an exploratory analysis. *Indian Journal of Social Work*, 35(3) Oct. 74, p. 255-69.

GOODALL, ROBERT. Management by objectives: a conceptual application for the police—2: The human side. *Police Journal*, 47(3) July-Sept. 74, p. 251-61.

HERSEY, PAUL and BLANCHARD KENNETH H. What's missing in MBO. *Management Review*, 63(10) Oct. 74, p. 25-32.

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The paper discusses, with reference to Andhra Pradesh, the autonomous tax sources of municipalities including property tax, profession tax, tax on carts, carriages and animals and advertisement tax. It needs sufficient interest and zeal in tapping the available sources of revenue. Large bulk of revenue is sacrificed for want of better administration.

The author puts forward suggestions regarding revenue assignments, grants in aid and capital planning and contends that, if pursued properly they may help the municipalities to get out of the current financial problems.

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OLDENBURG, PHILIP K. (Centre for Asian Studies, University of Illinois). Big city government in India: councillor, administrator and citizen in Delhi. Nagarlok, 6(3) July - Sept. 74, p. 5-10.

The article presents in detail the role, actors, actions, and interactions of municipal government in Delhi—just how councilors and administrators function in day-to-day government, and what the ties of the citizen to government are.

RAO, G.B. Krishna (School of Planning and Architecture, New Delhi). Criteria for upgrading a municipality as a municipal corporation: an approach. Nagarlok 6(3) July-Sept. 74, p. 20-4.

There exists no specific criteria for determining the eligibility of any city for attaining a corporation status. Such decisions are taken arbitrarily by

State Governments. The Rural-Urban Relationship Committee (1966) without substantiating its reasons by facts and figures, recommended that corporations should ordinarily be created only for cities having a population of 5 lakhs or more and an annual revenue of not less than one crore of rupees. Taking into account the population and territorial size, the author shows that 16 out of the existing 31 municipal corporations do not satisfy the population criterion whereas 69 per cent of corporations having territorial extent exceeding 70 sq. kms. thereby suggesting territorial size as one of the criterion. Supporting the suggestion made by the All-India Council of Mayors which was ignored by the Rural-Urban Committee, that the functioning importance of a city be given due weight the author suggests the following principles and criteria for creation of a municipal corporation. (1) Population size around 5 lakhs and more, (2) annual income exceeding rupees one crore or determined after research, (3) territorial extent exceeding 70 sq. kms., (4) commercial and industrial importance of certain magnitude, (5) functional importance of the city, and (6) minimum one and preferably two corporation in every state irrespective of other criterion.

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Active and whole hearted people's participation in all fields of administration is most essential in the democratic and egalitarian society of ours. It is all the more needed in municipal administration as the municipal institutions are facing multifarious challenges posed by the growing urbanisation. The reasons for the lack of desired popular participation are: 1. lack of education, 2. apathy of the people, and 3. social heterogeneity in the urban community. For securing people's participation, measures suggested are: 1. spreading of education, teaching of civics, organisation of the civic weeks and periodical lectures, 2. making local bodies strong and

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SINHA, RAMASHRAYA (Bihar University, Patna). The Evolution of municipal executive in India. *Civic Affairs*, 22(2) Sept. 74, p. 11-15

The author discusses briefly the evolution of the Office of Municipal Commissioner. The office was created for the first time in Bombay in 1888. There has been no significant change in the pattern which was laid down about a hundred years ago. The Bombay model, with minor local variations has been adopted by thirty two cities constituted as corporations. The basic theme of the model is the bifurcation between the deliberative and executive functions of the city government and the concentration of the executive authority in the hands of a Municipal Commissioner.

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## PROPERTY TAXES

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The potentialities of property tax have not been exploited fully by municipalities in our country. Although the property tax together with service taxes is being levied almost in all the states in India except in the state of Jammu & Kashmir, its incidence widely differs from state to state. In Gujarat, Madhya Pradesh, Punjab, Rajasthan and Uttar Pradesh the property tax and service taxes account for less than 15 per cent of the total tax income. This is because many municipalities are not levying this tax and those which are levying are levying at relatively low rates. About 79 per cent of municipalities in Gujarat, 49 per cent in Madhya Pradesh, 44 per cent in Punjab, 85 per cent in Rajasthan and 55 per cent in Uttar Pradesh were not at all levying general tax on land and buildings. Similarly a large percentage of municipalities in various states are not levying service taxes.

Besides, the defective machinery of assessment and collection and malpractices adopted therein rob the municipalities of considerable income. Group interests and party pressures play the most significant role in determining property tax in the majority of cases. To remove or mitigate these defects the author suggests incorporation of suitable amendments in the municipal Acts of the states so as to provide for minimum and maximum rates of property tax of not less than 5 per cent and not more than 15 per cent of the rental values, introduction of a system of regular periodical revision by qualified independent assessors or the central valuation agency in place of less qualified and low-paid municipal employees and the withdrawal

of the state government from the field of property taxation in one form or another—*Reproduced.*

MALHOTRA, D.D. and BALACHANDRAN, M.K. Statutory frame of municipal property taxation. *Nagarlok*, 6(3) July-Sept. 74, p. 11-19.

Property tax is one of the major sources of municipal income in India. The Municipal Acts of States in India invariably provide for the imposition, assessment and collection of property taxes on lands and buildings.

The extent of property tax contribution to the municipal tax income depends upon the basis of assessment, the rate of tax, imposition and assessment procedure, the effectiveness of the collection machinery and the extent of legal powers available to the local authorities for the realisation of the tax. There are specific provisions in all the municipal enactments dealing with these aspects. These legal provisions which vary from state to state play an important role in the determination of the style, contents and practices in property tax administration.

The article examines the legal provisions relating to property tax administration in the municipal acts of four states, namely, Tamil Nadu, Maharashtra, Haryana and Punjab, with a view to highlight the similarities, differences and defects in the statutory frame which is one of the important factors in the effectiveness of property tax administration.

The authors observe that the municipalities in Punjab and Haryana are at a disadvantage as compared to their counterparts in Tamil Nadu and Maharashtra in respect of powers regarding imposition and collection of property taxes. This may be one of the factors which account for lower tax collection in Punjab and Haryana vis-a-vis Maharashtra and Tamil Nadu. They have recommended the setting up of a central valuation agency at the state level for the purpose of assessment of properties,

with a view to ensure impartiality, independence and expertise in assessment and also to avoid the multiplicity of agencies under different enactments for different purposes such as property tax, house tax, wealth tax, land acquisition, etc.—*Authors.*

RAM. M. P. rural property tax. *Economic Times*, 3 Nov. 74, p. 5.

RYBECK, WALTER. Can the property tax be made to work for rather than against urban development. *American Journal of Economics and Sociology*, 33(3) July 74, p. 259-72.

## PUBLIC ADMINISTRATION

EL-YACOUBI, HASSAN H. Scientific technology and general system theory as applied to public administration. *Public Administration (India)*, 12(10) Oct. 74, p. 7-14.

JAIN, R.B. (University of Delhi). New dimensions in public administration trends and dilemmas. *Indian Journal of Political Science*, 35(3) July-Sept. 74, p. 239-56.

As a discipline, public administration has faced various challenges after the Second World War. The critical attacks on its so-called principles and its claim of science have created a crisis of identity for the discipline. The problem whether public administration is to be regarded as a discipline or profession has not been successfully resolved, nor the theoretical concerns of the subject matter have been properly outlined. Despite this, however, public administration as a discipline has progressed rather rapidly during the last two decades both in content and treatment of old categorical concerns such as personnel and budgeting (The PPBS and the Management Perspective) as well as towards breaking strides in new fields—such as organization theory, ecological perspective, comparative administration, development administration, decision-making, International Administration, systems theory—all of which came to be regarded as the proper concern of public administration.

While in the West, the debate over the proper contents of the discipline of public administration is still inconclusive, the paradox of the Indian situation is that despite a general recognition that the development of discipline in Indian Universities will be greatly facilitated by the establishment of separate Departments of Public Administration, the teaching and research in the subject is sadly neglected in the Universities, where it is taught as a sub-discipline of Political Science. It is not even considered to be a serious sub-discipline of Political Science of sufficient importance for teaching and research. The ICSSR's Trend Report on the development of discipline also supports the fact that Public Administration as a whole does not show a sense of buoyancy or achievements, either in the academic or practical worlds—and of being of continuing relevance to the needs of the country. A lurking doubt in the academicians and even in the practitioner exists whether, as a field of study and enquiry, public administration could develop as a useful and relevant independent discipline as well as a practical and applied science. A concerted and a continuous three way strategy would have, therefore, to be adopted if the discipline is to progress and attain maturity in India. First, there is a need for its recognition as a serious sub-discipline of political science, where it has the most potential of development. Second, there is the need for the establishment of new Departments of Public Administration with the purpose of realising certain definite objective and goals. Finally, there is the need for the development of the 'material content' of the discipline with Indian orientation and stance.

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SARMA, NIRANJAN SEN. Public administration of Kautilya. *Modern Review*, 134(5) May 74, p. 338-46.

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THOMPSON, JAMES D. Social interdependence, the polity, and public administration. *Administration and Society*, 6(1) May 74, p. 3-20.

TRI, QUOC NGUYEN. The Administrative side of national development. *Eropa Review*, 14(1) 74, p. 5-33.

#### PUBLIC ADMINISTRATION —DECISION MAKING

DeGREGORI, THOMAS R. Caveat emptor: a critique of the emerging paradigm of public choice. *Administration and Society*, 6(2) Aug. 74, p. 205-28.

ELKIN, STEPHEN L. Political science and the analysis of public policy. *Public Policy*, 12 (3) Summer 74, p. 399-422.

RAY, KALYAN. Decision-making in public administration. *Modern Review*, 134(6) June 74, p. 439-43.

Decision making is a scientific approach towards administration. In business CPM, Operational analysis, PERT and Linear Programming techniques are used. (These originated from the projects of second world war, with the objective to defeat the enemy.) But in Public Administration objectives being maximising public good, their value is highly limited. Carefully and intelligently collected set of figures with

proper interpretation is helpful in decision-making (A system of regular flow of information is must for correct and up-to-date information). Decision-maker has to be sufficiently close to the operative area of decision. He is to pose the problem in its proper perspective in terms of its factual constraints and social, economic and technological variables. Variables are to be worked out by the subject experts (before their final decision). Decision maker is to tackle the problem after minor are merged in the major on lower level. He should know the limitations to the execution part of it. Sufficient degree of inbuilt flexibility in decision is needed, that it can be suitably adjusted in future developments. A decision-making set-up, where step by step decisions are taken is better than a set-up where decision is taken once for all, without any possible modification.

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### PUBLIC RELATIONS —PUBLIC ADMINISTRATION

CHANDRA, RAMESH. (Department of Personnel and Administrative Reforms—Administrative Reforms, New Delhi) Citizen-administration relationship. *Management in Government*, 6(1) Apr.-June 74, p. 47-52.

In a democratic set-up citizen satisfaction has to be the ultimate goal of administration. The author enumerates various factors causing lack of citizen satisfaction, and suggests an organisational structure of which "Citizen Guidance Unit" being the focal point to be built up in each ministry/department and organisation for ensuring citizen satisfaction in his dealings with the administration.

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Coordination in social welfare generally assumes the four new forms of organisational structures: (1) Coordinated fund-raising or community chests; (2) Coordinated functioning of welfare agencies or community councils of social welfare agencies; (3) Coordinated use of volunteers or volunteer bureau; and (4) Neighbourhood chests. The problems flow from a variety of factors such as the uncoordinated government social welfare structure and the relationship between the government and the voluntary sector either in services or in the same geographical area of services. Communal, religious and parochial considerations are other factors. The way out is to undertake well thought out and efficiently planned field exercises, without offending the sentiments of any agency. There is the need to create small but efficient spheres of contact and cooperation leading to the formation of several nuclei around which, eventually, the various social welfare organisations will develop to render effective service at a minimum cost and without a waste of efforts, funds and equipment. Recommendations of a recent seminar on "Role and Functions of Coordinating Agencies in Social Welfare" may be additional guiding factors.

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SARMA, P.V. Regional integration in Andhra Pradesh. *Artha Vijnana*, 16(3) Sept. 74, p. 298-313.

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## SOCIAL JUSTICE

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Today there is need of development through social justice. If development alone takes place it creates imbalances in the society leading to political tensions and creating troubles. The community development programme was introduced in India in 1952 to intensify the development as a whole through direct approach to the people and the community in which administration lacked commitment and dedication. Administration is to be inspired by human motivation—which can lead towards the road of self-development and self-expression. Administration without human expression becomes bureaucracy. A best administrator requires capacity for imaginative sympathy, which helps him in responding to the urges of the people. The greatest problem in India is how to motivate the administrative personnel with profound human motivation.

Human development should be the theme of all education, of politics, and of administration today. When men become more active, more energetic, more socially concerned, more efficient, economic development comes as by-product.

It is essential to convert all politicians and administrators into educationists. The administration should motivate the people to assimilate modern values for the development of the society.

When community development went to the rural areas, the more intelligent sections took advantage of the facilities provided under community projects and advanced faster. They became richer and a vast section was left behind.

The first step government took towards social justice was nationalisation of financial resources—like insurance and banking which benefited the farmers in rural areas. Second step was ceiling on rural land holdings and urban property. Objective of the Government is to diversify economic power to build up an equalitarian social order. Political pressures make it difficult to achieve social justice and social order

through democratic means. The politicians are also not sincere and they want *status quo*. To attain social change along with social justice, we have to move faster and faster through democratic process by a continuous effort of achieving harmony among the judiciary, executive and legislature.

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*Contents:* Significance of tribal and hill area programmes, by R.K. Mishra; Hill area development: problems and strategies, by R. Vasudevan; Tribal development in fifth plan, by M.A. Quraishi; Agricultural research in hilly areas, by S.L. Katyal and T.A. Sriram; Hill area project: an experiment in area development, by H.P.N. Murthy; The Indo-German nilgiris project, by C.D. Chockalingam; Tribal development and forests, by S.A. Shah; Good progress in Parlakhemundi, by B.K. Pattanaik; The Dantewala experiment, by S.R. Gupta; Problems of economic development of hill areas, by R.N. Azad; Tribal Welfare in Uttar Pradesh, by Amir Hasan; Strategy for developing U.P. hill areas, by R.B. Saxena; Education for tribals, by D.P. Nayar; Problems of agricultural credit in tribal areas, by C.D. Datey; A round up of tribal projects, by A.N. Acharya.

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KINGSTON, JERRY L. and BURGESS, PAUL L. Job availability, work incentives and unemployment duration. *American Journal of Economics and Sociology*, 33(3) July 74, p. 237-42.

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SINGH, R.D. Rural employment, unemployment and underemployment: a survey in Mathura region of Western Uttar Pradesh. *Manpower Journal*, 9(4) Jan.-March 74, p. 74-93.

### UNION—MANAGEMENT COOPERATION

TRUSKIE, STANLEY D. A Case study of a union—management learning encounter in industry. *Personnel Management*, 53(4) Apr. 74, p. 277-9.

### U.S.S.R.—SOCIAL CONDITIONS

DAVY, RICHARD. Life in Soviet Union: double images and bent mirrors. *Statesman*, 30 Nov. 74, p.6.

## URBANIZATION

BISWAS, KALYAN (Joint—Refugee Relief Commissioner, Government of West Bengal). An Urban development policy for West Bengal. *Nagarlok*, 6(2) Apr.-June 74, p. 5-12.

In the budgetary allocations amongst the different sections of economy in West Bengal, Calcutta Metropolitan Development alone counts for slightly less than 50 per cent of the total size of the State's Fourth Plan. There is need for state level urban policy conducive to economic, social and political developments. The capital investment ratio of Calcutta compared to other municipal investments in West Bengal would be 10:1. The difference in investment due to Calcutta being a national city, whose productivity is important for national economy and its enormous size compared to other urban areas of the state. This type of investment disparities in the Fifth Plan are not economical. Government should increase investment in the smaller urban areas in the state. It will directly support government's rural development programmes. The hierarchy of cities by size and spatial distribution is more economic than a single primate city with a number of roughly equal but very small satellites. The infrastructural costs are less in smaller cities; migration pressures are distributed across a larger number of points; and general environmental conditions are better. Investment in industrial and other supporting commercial activities in urban areas like Durgapur, etc. is a must. Supporting services for modernised agriculture should be provided. "Least cost settlement pattern" is consistent with economic growth objectives.

FRIEDLANDER, DOV. London's urban transition, 1851-1951. *Urban Studies*, 11(2) June 74, p. 127-41.

JAIN, M.K. Inter-Zonal variations in the trends of urbanisation in India during 1951-71. *Manpower Journal*, 10(1) Apr.-June 74, p. 35-49.

## UTTAR PRADESH—ECONOMIC CONDITIONS

GARG, J.S. and SINGH, U.P. U.P.: variation in regional growth. *Economic Times*, 8 Nov 74, p.5.

## VICE-PRESIDENTS

RAKSHIT, NIRMALENDU BIKASH. Constitutional anomalies regarding the position of the Vice-President. *Modern Review*, 134 (2) Aug. 74, p. 101-3.

## VILLAGE PANCHAYATS

BHARGAVA, B.S (B.I.T.S., Pilani). Whither panchayati raj movement in Bihar? *Panchayat Aur Insan*, 6(1) Apr. 74, p.11-12.

In Bihar panchayats had been operating since 1947 with very little success. The establishment of two tiers also remains incomplete though the Panchayat Samiti and Zila Parishad Act was enacted in 1961. In many panchayats elections have not been held for the last ten years. The commitment to the policy of democratic decentralisation is no longer visible due to political instability in the state. Since 1967 ten governments have changed. In addition lack of financial resources of the state; low level of literacy; traditional rural social structure; party politics, factions and rivalries; lack of efficiency in implementing schemes on the part of bureaucratic machinery; absence of development-oriented leadership in the rural areas; problem of coordination, supervision and control of one tier by the immediate tier, etc., are other reasons for unsuccessful working of panchayat in states.

JAIN, S.P. (NICD, Hyderabad) Panchayati raj in Andhra Pradesh. *Community Development and Panchayati Raj Digest*, 5(1) July 73, p. 24-39.

The article enumerates the functions, resources, administrative and financial powers, budgeting, personnel and supervision and control of the three-tier system of panchayati raj in Andhra Pradesh. Non-statutory bodies such as district

associations of panchayats are also briefly discussed. It is pointed out that the panchayati raj system in Andhra Pradesh has been subjected to frequent evaluation by various official and non-official commissions and committees. The recommendations of Narsimhan Committee appointed by the Government in 1971 to enquire into various aspects of panchayati raj in the state is waiting consideration by the Government.

JAIN, S.P. (NICD, Hyderabad) and SRIVASTAVA, K.B. (NICD, Hyderabad). Panchayati raj in Assam. Community Development and Panchayati Raj Digest, 5(3) Jan. 74, p. 152-63.

In Assam, a three-tier system of panchayati raj consisting of a gaon sabha at the village level, the anchalik panchayat at the block level and the mohkuma parishad at the sub-divisional level, was introduced under the Assam Panchayat Act, 1959. In 1972, the State Government decided to reorganise the pattern of panchayati raj into a two-tier system by establishing a wider gaon panchayat and mohkuma parishad, and enacted the Assam Panchayati Raj Act, 1972. The new pattern came into force in June 1973. The article reviews the provisions of the new Act.

JAIN, S.P. Panchayati Raj in Gujarat. Community Development and Panchayati Raj Digest, 5(2) Oct. 73, p. 88-103.

KUNTE, J.G. (NICD, Hyderabad) Panchayati raj: reflections on some issues. Community Development and Panchayati Raj Digest, 5(4) Apr. 74, p. 165-77.

The concept of democratic decentralisation visualises the existence of hierarchical tiers of local self-government institutions with an organic linkage. The constitution of India has a specific directive (Article 40) for the State governments to organise village panchayats. Accordingly their existence and continuation depends on policy decisions taken in this regard by the state governments. In the changing political climate it is felt that their functioning is not conducive

to their healthy and constructive development. In the context of the new approaches to planning and the modified scheme of priorities at the state national level, the author discusses a few salient issues such as on integrated national system of panchayati raj, politicisation and panchayati raj, and participation of these institutions in social welfare and land reform programmes.

MATHAI, JONATHAN SAMUEL. Panchayati Raj in the eyes of youth. Panchayat Aur Insan, 6(2) May 74, p. 13-4.

RAO, K. V. NARAYANA (NICD, Hyderabad). Gram panchayats in Andhra Pradesh. Community Development and Panchayati Raj Digest, 5(4) Apr. 74, p. 189-222.

The article describes the structural and functional organisation of village panchayats as provided in the Andhra Pradesh Gram Panchayat Act, 1964. The activities of the panchayats are briefly discussed. The recommendations of the Vengala Rao Committee (1968) and the Narasimhan Committee (1971) are, then, reviewed.

SINHA, P.R.R. (Formerly of NICD, Hyderabad) and JAIN, S.P. (NICD, Hyderabad). Panchayati raj and agricultural development. Community Development and Panchayati Raj Digest, 6(2) Oct. 74, p. 69-74.

The article is a summary of the full version published in *Serving the Small Farmer: Policy Choices in Indian Agricultural Development*, edited by Guy Hunter and Anthony Bottrall (1974). The study was designed to assess certain aspects of the functioning of panchayati raj institutions with particular reference to agricultural development. The main aspects examined were (a) the agricultural functions supposed to be performed by panchayats, and their contribution to agricultural development, (b) the degree of popular participation, (c)

the relationships between officials, non-officials and farmers, (d) the influence of party politics in the working of panchayati raj institutions, and (e) the competence of panchayati raj bodies to carry out, at a given level, planning or executive functions and municipal or developmental functions, or both.

SRI, KUMARI RAMANA. What ails panchayati raj? *Kurukshetra*, 23(2) 16 Oct. 74, p. 6-7.

The object of the panchayati raj is to achieve rapid socio-economic development within the confines of democracy. The article examines the issue from political, administrative, social and financial stand points.

#### VILLAGE PANCHAYATS— ACCOUNTING

SHARMA, RAVINDRA (University of Rajasthan). Accounting and auditing at the grass roots. *Quarterly Journal of the Local Self-Government Institute*, 44(4) + 45(1) Apr.-June & July-Sept. 74, p. 281-92.

This is a case study of three village panchayats of Jaipur district. The study is an attempt to present the existing position of accounting and auditing at the village level. The study is based on field observations, reference of records of the panchayats, audit reports, acts and regulations and informal interviews of some officials and non-officials. The author's findings are that the present state of accounting and auditing suffers from many weaknesses. For instance, panchayats do not have a staff which is well versed in accounting procedures. The prescribed registers and account books are unmanageable by untrained and half-trained secretaries. One of the main weaknesses of auditing system is that the audits are conducted not at the panchayat headquarters, and that the attitudes and behaviour and approach of the auditors are same as that of the auditors of government departments.

Secondly, the language of the audit reports is couched in authoritarian tone and reflects as if audit is merely an instrument of control and not a means for guidance to and supervision of local bodies.

For improving account system it is necessary, amongst others, that the Sarpanch and the secretary are imparted sufficient training about it, and that the forms of accounts and financial returns are simplified. For improving the system of audit certain organisational and procedural changes are necessary—*Reproduced*.

#### VILLAGE PANCHAYATS— PERSONNEL

GHILDYAL, U.C. (NICD, Hyderabad). Political executive and local government in rural India. *Community Development and Panchayati Raj Digest*, 5(1) July 73, p. 54-62.

"Democratic Decentralisation", known as Panchayati Raj has three-tier structure of organically linked local self-government bodies. The authority is to be given to them for implementing the developmental programmes. The system is grouped under five categories. It has made local administration development oriented and democracy bound. Administrative units have been merged with Panchayati Raj institutions at the level of district and below. The pattern of function has become person oriented instead of objective oriented. The objective should be 'greatest good to greatest number' if not the greatest good to everybody.

Political executives provide bridgeway for adjustment of local needs and national priorities, maintaining the balance between 'Localism' and 'nationalism'. The merger of local government units with administrative set-up brings political executives in direct contact with the progressive public servants, who are always having difference of opinion.

#### VOTING

MERCER, G. Political contagion and party affiliation: a case study of adults and

adolescents in Scotland. *Political Studies*, 22(2) June 74, p. 210-14.

ROBSON, CHRISTOPHER and WALSH, BRENDAN. The Importance of positional voting bias in the Irish general elections of 1973. *Political Studies*, 22(2) June 74, p. 191-203.

UPTON, G.J.G. and BROOK, D. The Importance of positional voting bias in British elections. *Political Studies*, 22(2) June 74, p. 178-90.

#### VOTING—REGISTRATION

HAYEN, ROGER L. Progress in state-wide automated voter registration systems. *State Government*, 47(3) Summer 74, p. 185-8.

#### WAGES

GUPTA, A.K. DAS. Criteria of a rational wage policy. *Economic and Political Weekly*, 9(42) 19 Oct. 74, p. 1779-88.

GUTHRIE, THOMAS L. The Remuneration riddle. *Personnel Journal*, 53(4) Apr. 74, p. 253-7.

HANDY, L.J. and PAPOLA, T.S. Wage policy and industrial relations in India—a reply, by Dudley Jackson, *Economic Journal*, 335(84), Sept. 74, p. 614-18.

#### WASTE, UTILIZATION OF

BEHARI, BEPIN. An innovative decentralised sector. *Khadi Gramodyog*, 21(1) Oct. 74, p. 43-6.

#### WASTE PAPER INDUSTRY

LIBERATORE, MATHEW J. and others. Alternative methods for waste paper disposal. *Socio-Economic Planning Sciences*, 8(4) Aug. 74, p. 207-13.

#### WATER POLLUTION

SRIVASTAVA, SHIV S. Water pollution in U.P.—a neglected front or taken for granted. *Civic Affairs*, 22(1) Aug. 74, p. 9-25.

#### WATER SUPPLY

RAMACHANDRAN, S.R. Water supply system of Calicut. *Nagarloek*, 6(3) July-Sept. 74, p. 46-51.

#### WILSON, WOODROW

HERRING, Pendleton. Woodrow Wilson: then and now. *PS*, 7(3) Summer 74, p. 256-9.

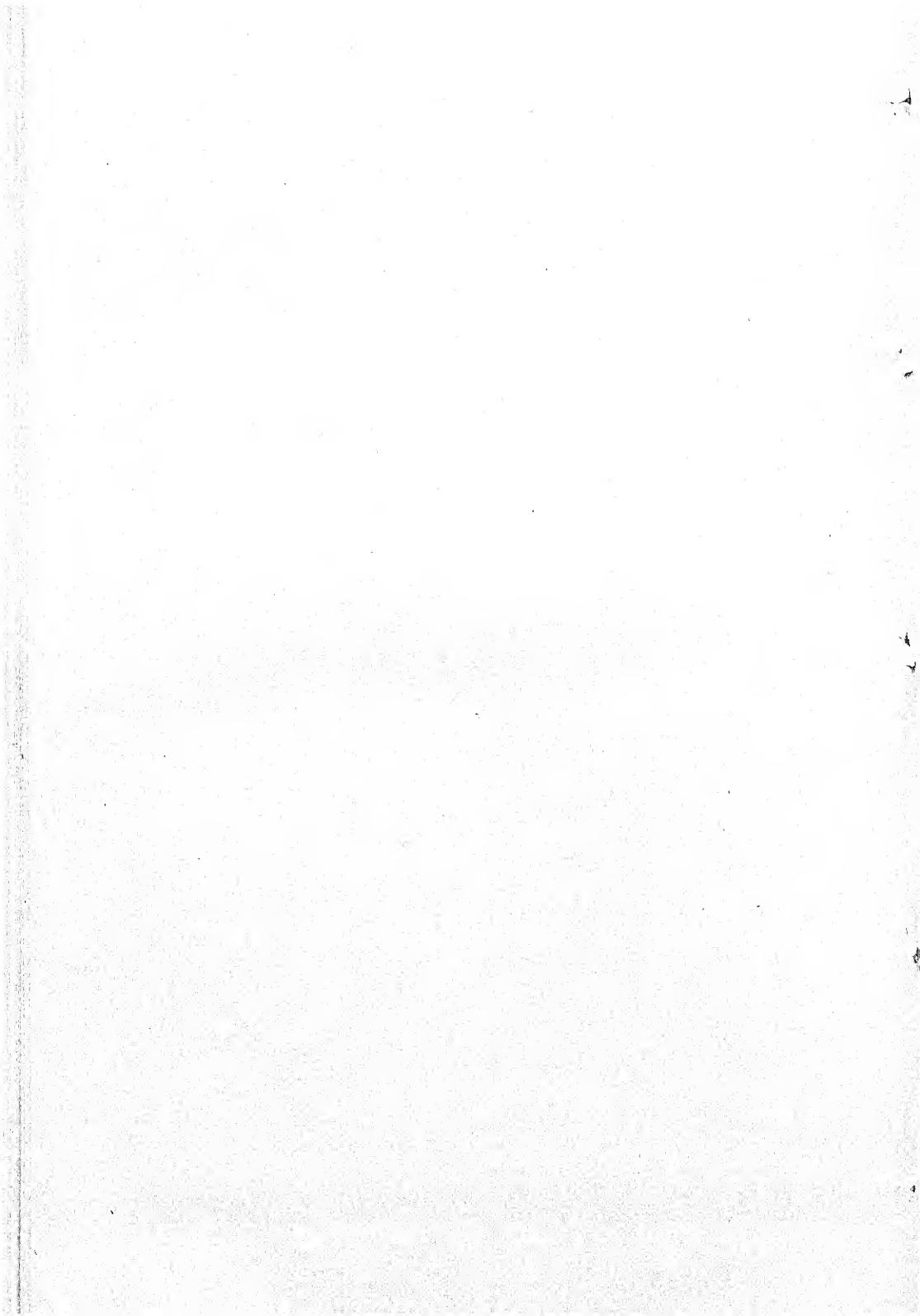
#### WOMEN—EMPLOYMENT

PRENTICE, GORDON. Jobs for the girls. *Personnel Management*, 6(7) July 74, p. 29-32 +

#### YOUTH

MAGHAMI, FARHAT GHÂLM. Political knowledge among youth: some notes on public opinion formation. *Canadian Journal of Political Science*, 7(2) June 74, p. 334-40.





## DIGEST OF PUBLIC DOCUMENTS

India. Parliament. Lok Sabha, 5th Committee on Public Undertakings (1973-74). *Fifty-first report : India Tourism Development Corporation Ltd. (Ministry of Tourism and Civil Aviation).* New Delhi, Lok Sabha Secretariat, 1974.

The Committee on Public Undertakings (1973-74) in its fifty-first report examined the working of the India Tourism Development Corporation Limited up to the year ending 31st March, 1973. The main findings of the Committee are:

(1) The Government of India, in the Department of Tourism merged three Corporations, viz., the Hotel Corporation of India Ltd., the India Tourism Transport Undertakings Ltd. and the India Tourism Corporation Ltd. and constituted it as one Company called 'India Tourism Development Corporation Ltd'.

(2) The unified Corporation started functioning with effect from the 1st October, 1966 with the main objects of constructing hotels, motels, travellers' lodges, etc., for providing accommodation to tourists, providing transport, entertainment and shopping facilities for the tourists and also for production, distribution and sale of publicity material with a view to developing and promoting tourism in India.

(3) During the course of examination of the working of the ITDC, the Committee finds that:

(i) The Corporation is at present managing 8 hotels in the country with 1573 rooms. In addition, it is running 3 motels and 15 travellers' lodges. The Corporation offers in all 1719 rooms for the tourists in its various units. The Corporation is controlling 14 per cent of the total approved

tourist accommodation available in the country:

(ii) The financial results of the working of the hotels managed by ITDC show that the profits have increased from Rs. 10.67 lakhs in 1969-70 to Rs. 23.78 lakhs in 1973-74 (upto December, 1973);

(iii) The Corporation has taken up development of Kovalam Sea-beach as a destination resort. The Kovalam Beach Resort Complex comprising of a 100 room hotel, 40 beach cottages, a beach Service-Centre, a Yoga-cum-Massage Complex, Jetty and an open-air Theatre is an integrated project of the Department of Tourism and the ITDC. The construction of 40 cottages called Kovalam Grove was commissioned in December, 1972. The hotel project was expected to be completed by the end of financial year 1973-74. The Beach Service Centre was opened in January, 1973. The Message Centre and Yoga Centres have also started functioning;

(iv) The transport units of ITDC have grown from one unit comprising 35 vehicles in 1966-67 to 16 units comprising 204 vehicles in 1972-73; the ITDC has provided appreciable sight-seeing facilities through its transport fleet and the fares charged are reasonable which compare

favourably with what is charged by similar operators in foreign countries;

- (v) The ITDC is organising cultural and other entertainment programmes in its major hotels with the assistance and collaboration of highest national cultural organisations like Bharatiya Kala Kendra, Sangeet Natak Akademi, National School of Drama, etc.
- (vi) The turnover of the four duty free shops run by the ITDC at Delhi, Bombay, Calcutta and Madras airports has increased from Rs. 28.70 lakhs in 1970-71 to Rs. 52.49 lakhs in 1972-73. Net foreign exchange earnings of these shops have increased from Rs. 22.55 lakhs in 1970-71 to Rs. 33.69 lakhs in 1972-73. These shops earned net profit to Rs. 6.12 lakhs in 1970-71, Rs. 6.07 lakhs in 1971-72 and Rs. 12.69 lakhs in 1972-73;
- (vii) Publicity material produced by the Corporation received three first prizes, one second prize and two certificates of merit at the 15th National Awards for Excellence in Printing and Designing instituted by the Ministry of Information and Broadcasting. Literature produced by the Corporation also won awards at the 21st Annual TAAI Convention held in Srinagar in 1971-72;
- (viii) As a result of new format evolved by the "Design Workshop" organised by ITDC during 1972-73 for India's tourism literature which is stated to have a high degree of visual sale appeal, significant economies in paper utilisation have been effected. The quality of publicity material produced by the ITDC is impressive;
- (ix) The ITDC produced its first film titled "Destination India" during 1972-73 at a cost of about Rs. 70,000 for promotion of tourism by screening it in foreign countries and this

film is stated to have been enthusiastically received by various tourist offices and Air India offices abroad.

- (4) The Committee, however, find that:

- (i) In almost all the hotels managed by the ITDC there was a decline in the rate of occupancy since 1970-71. In the case of 3 motels set up during 1972-73 by the Corporation at Jammu, Hassan and Khajuraho there was a decline in the rate of their room occupancy in 1973-74. All the three motels incurred a total loss of Rs. 10.96 lakhs in 1972-73 and Rs. 5.08 lakhs in 1973-74 (up to December, 1973). After the transfer of the Travellers lodges to the ITDC by the Department of Tourism on 1st January, 1969, the total loss incurred by these lodges has been increasing each year except in 1971-72 when the loss was Rs. 4.06 lakhs as against Rs. 3.88 lakhs in 1970-71.
- (ii) Out of 10 ITDC Hotels as on 31st March, 1973, as many as 6 hotels incurred losses. The Lodhi and Ranjit Hotels have been continuously incurring losses from the year 1969-70. The losses have been heavy in the case of Ranjit Hotel during 1970-71; and 1971-72.
- (iii) Although there is shifting of emphasis from the 5 Star to 3 Star hotels in the proposed Fifth Plan, much remains to be done for providing accommodation at cheaper rates to cater to the needs of tourists with moderate means, particularly students and other young in age. Government are setting up a number of Youth Hostels for meeting this requirement but no final decision has yet been taken regarding the management of these hotels;
- (iv) In spite of the recommendations of the UNDP Team in their Report on

Tourism in India, 1970 that Goa sea-beach could immediately be developed to become a centre of tourism of high attraction, the project has been relegated to the Fifth Plan. Kovalam was taken up for development on a priority basis at a cost of Rs. 225.8 lakhs, although the hotel and cottages at Kovalam cannot attract customers during the four months of the rainy season during which period the Corporation would be offering the accommodation at half the tariff;

- (v) During 1972-73, transport centres Delhi, Madras, Udaipur, Kovalam, Hassan and Calcutta made losses while those at Patna, Srinagar, Khajuraho, Aurangabad, Hyderabad, Agra, Bangalore and Bombay made profits. The overall financial results of these units indicated a net loss of about Rs. 85,000 in 1972-73 as against a profit of Rs. 36,000 in 1971-72. The Centre at Delhi has been incurring losses continuously from 1970-71; despite improvement in utilization of fleet at Delhi in the year 1972-73 the loss at this centre has been the maximum, viz., Rs. 2.38 lakhs;
  - (vi) Whereas the transport units are located at 16 far flung places in the country, the Corporation has set up workshop facilities at Delhi only;
  - (vii) Out of 3 Son-et-Lumiere shows so far mounted by the Corporation, only the one at Red Fort, Delhi, has been earning profit and the other two at Sabarmati Asharam, Ahmedabad (cost Rs. 18.25 lakhs, commissioned on 21st April, 1972) and Shalimar Gardens, Srinagar (cost Rs. 27.75 lakhs, commissioned on 29th September, 1972) have been incurring losses since inception);
  - (viii) The existing inventory control system followed in various units of
- ITDC is not based on a sound and systematic footing;
- (ix) The amount of sundry debtors of the Corporation has increased from Rs. 93.46 lakhs as on 31st March, 1971 to Rs. 168.85 lakhs as on 31st March 1973. Out of the outstanding of Rs. 168.85 lakhs debts aggregating Rs. 55.38 lakhs are outstanding for periods exceeding one to three years. In the case of Ashoka Hotel, New Delhi the outstandings as on 31st March, 1973 amount to Rs. 51.73 lakhs out of which a sum of Rs. 15 lakhs is stated to be due from Ministries, Government Departments and Embassies;
  - (x) While the total expenses of the Corporation have increased from Rs. 524 lakhs in 1970-71 to Rs. 886 lakhs in 1972-73, the Headquarters overheads increased from Rs. 18.49 lakhs to Rs. 30 lakhs during that period. The staff strength of the field units of ITDC increased from 2,910 in 1971 to 4,385 in 1973, i.e., by about 50 per cent but the staff strength of its Headquarters increased from 204 in 1971 to 388 in 1973, i.e., by about 66 per cent which is more than the percentage increase in the field staff strength; and
  - (xi) The officers of the ITDC undertake tours of foreign countries with specific purposes of attending meetings/conferences concerned with travel trade, to undergo different training courses, to sell hotels under the management of ITDC to learn and adopt new ideas regarding development of infrastructure for tourism like development of sea-beach resorts to inspect equipment to be imported for the use of the Corporation, etc., but there is no regular system of submission of formal reports by the officers on completion of their foreign tours.
- (5) The Committee appreciate the objective

with which the ITDC was started. The Corporation seeks to create interest in tourism both in India and abroad and to strengthen the infrastructure for tourism by augmenting the facilities for tourists in

various spheres like accommodation, transport, entertainment, shopping, etc. The Committee have no doubt that the Corporation would continue to exert vigorously to achieve this objective.

**West Bengal. Jail Code Revision Committee, 1972-73, Report. Alipore,  
Superintendent, Government Printing, 1974, 70p.**

The West Bengal Government constituted the Jail Code Revision Committee in August 1972, with Shri Sukhamoy Dutt as Chairman "to scrutinize thoroughly all the rules and appendices of the Jail Code of 1967 in the light of the 'Model Prison Manual' and present-day administration with particular reference to the reformatory as well as the security aspect of the jails, and also to make recommendations for the revision of the same".

*Summary of Recommendations*

1. Correctional services, viz., prisons, social welfare and probation, should be integrated and brought under one control under the Director-General, Correctional Services, who is to be of the rank of the Secretary to the Government.
2. The headquarters organisation should be reorganised in line with the latest thinking on correctional administration.
3. A separate service under the nomenclature of "West Bengal Correctional Service" should be introduced.
4. The cadre of Superintendent should be divided into two grades, Grade I and Grade II, in the place of Superintendent, Central Jail, and Superintendent, District and Special Jail.
5. The cadre of Jailor should be divided into two grades, viz., Jailor, Grade I, and Jailor, Grade II, in the place of Jailor and Deputy Jailor.
6. Recruitment of suitable personnel in the different cadres should be made.
7. Direct recruitment should be made only in three stages—Superintendent, Grade II, Jailor, Grade II and Warder.
8. The Superintendents of Jails should be recruited through W.B.C.S. (Executive) Examination.
9. Jailor, Grade II, should be recruited by the Public Service Commission after proper test, written and oral.
10. A standard of health and physical fitness should be prescribed for recruitment to the posts of Superintendent, Grade II, Jailors, Grade II and Warders.
11. Prison Medical service should be reorganised by creating a completely separate and independent cadre of Medical Service under the Prisons Directorate, instead of manning the services by Medical Officers, deputed by the Health Directorate, as at present.
12. To improve the efficiency and standard of the prison personnel of all kinds requisite training for the different ranks should be immediately arranged.
13. To impart really efficient prison education at all levels the overhauling of the present system must be undertaken without delay.

14. Effective reorganisation of prison Welfare Services must be made by the appointment of more Welfare Officers.
15. Suitable vocational and technical training to help the prisoners in their ultimate rehabilitation must be prescribed and immediately implemented.
16. The correctional institutions must be diversified on the basis of the homogeneous grouping of prisoners (as recommended by the Classification Committee), due consideration being given to the security aspects of the different kinds of prisons.
17. Institutions must be diversified for undertrial prisoners, convicted prisoners, the 'incurables', prisoners suffering from infectious diseases and female prisoners.
18. Classification Committees for the purpose of scientific grouping and treatment of prisoners must be set up without delay to ensure the operation of the correctional programme in the diversified institutions on scientific lines.
19. The number of convict population in Central Jails must be limited to 750, and in District Jails to 400 maximum.
20. Adolescent offenders being highly impressionable, and having a good salvage value, should be kept completely segregated from the other prisoners.
21. The practice of admitting non-criminal lunatics in prisons must be stopped forthwith. There must not be any provision for keeping them in jail custody any more.
22. There should be an 'Open prison' with 200 inmates, to be operated as per rules framed for the purpose.
23. A sleeping dormitory or barrack should not accommodate more than 20 prisoners.
24. Sanitary type latrines for both night and day use should be built in all the jails of the State.
25. Separate accounts and clerical branches should be set up in all Central and District Jails to enable the executive staff to concentrate more on the security, care, welfare, discipline, training and treatment of prisoners instead of being absorbed most of the time in paperwork.
26. The present system of employing prisoners in water-carrying gangs for supplying water to the households of the staff of the jail should be immediately abolished. The prisoners should be employed only in the jail gardens outside the prisonwalls, and not in any jail officer's house, garden or elsewhere.
27. The guarding arrangements of the jail have been sought to be revised by providing two distinct sets of guards among the Warder staff, viz., armed and unarmed. The armed branch of the Warder guard has to be put on duty outside the perimeter wall and the unarmed branch inside the perimeter wall, both functioning independently of each other, but in a spirit of understanding and cooperation.
28. To distinguish the two branches of the guarding staff, the armed branch should wear khaki uniform and the unarmed branch white uniform.
29. The Superintendent of Jails should also wear some sort of distinctive uniform. Uniforms made of white drill should be supplied to them at Government cost.
30. Different ranks should have distinctive badges as provided in the rules.
31. All issues of articles of clothing must be entered in the Clothings Hand-book, provided in the rules.



32. There should be a Deduction Register in which should be entered all sums realised from the members of the staff for compensating the loss of or damage to any item of the kits supplied.
33. Unlike the present system, the Warder guard should be centrally administered from the headquarters organization in the Prisons Directorate.
34. There should be constant evaluation of prisoners to reclassify them according to their individual correctional needs.
35. In framing the daily routine, factors like requirements of custody, inmate discipline, staff strength, hours of work, staff work-load, etc., must be taken into consideration with due emphasis being given to the general welfare of the inmates. Provision should be made for other desirable activities on Sundays and prison holidays.
36. The educational programme must be drawn up keeping in view the physical and health education, academic education, social education, vocational education, cultural and moral education.
37. The educational programme should ordinarily be made compulsory for all prisoners specially, the literacy programme for the illiterate.
38. In drawing up the educational programme care has to be taken to bring the education of prisoners in line with the State education system to enable the released prisoners to continue their education without difficulty.
39. Prisoners should get adequate facilities to continue their studies even after their admission to jail.
40. Prison labour must not be looked upon as an additional aspect of punishment. Punitive, repressive and exacting work in any form must be excluded from the work programme in prison. It must be seen that work does not degenerate into drudgery.
41. Prison labour should be oriented under conditions which will stimulate industrious habits and create an environment conducive to serious work. The management and organization of all kinds of prison labour, industrial or agricultural, should be like that of labour in free community.
42. Hiring of prison labour to private bodies must be stopped.
43. Suitable vocational training must be given to the prisoners to enable them to learn such trades as would help them secure suitable employment after release. The work programmes should be so fixed that they can have training facilities to acquire multiple skills in a variety of trades.
44. The existing policy governing the payment of wages to the prisoners should be revised and a more humane system introduced.
45. Rules regarding costing of articles manufactured in jails should be suitably amended.
46. Voluntary services of the undertrial prisoners and detenus should be encouraged and they should be paid the same rates of wages as have been fixed for the convict prisoners.
47. The present system leading to the accumulation of huge sums of money in the Government Treasury on account of the wages earned by the prisoners, but not actually takes payment of, should be replaced and prisoners should be allowed to open Savings Bank Accounts in their own names and deposit their earnings there. The prisoners should be provided with facilities to draw money from their accounts by cheques.

48. The system of employment of Convict Officers should be abolished from all the institutions forthwith and replaced by a system of appointing well-behaved prisoners as 'Monitors' to keep watch over the sleeping wards of prisoners at night.
49. Correctional institutions should function in close liaison with the Departments of Social Education, Technical Training, Agriculture, Vocational Guidance institutes and After-care agencies.
50. Correctional institutions must offer sufficient recreational and cultural opportunities to the inmates, individually as well as collectively. Gymnastics, games and athletics should be reorganised on proper lines. Music, vocal and instrumental, radio programmes, folk dance, etc., should be included in the total institutional programme.
51. Reading facilities must be provided and suitable time for study included in the daily programme.
52. The rules regarding submission of appeals and petitions should be suitably modified to simplify the procedure.
53. The remission rules should also be modified in the light of the latest trends in penological ideas.
54. A new Committee to examine all cases of special remission should be constituted for better handling of the cases.
55. The existing rule for granting special remission for donation of blood should be changed as the present system of granting remission for blood donation has given rise to many practical difficulties and complications. Prisoners donating blood should be paid in cash at the rate fixed by Government Blood Banks.
56. Release of prisoners on parole has been recommended and suitable rules framed. A draft Act for the implication of the rule has also been framed.
57. Prisoners should be able to see their ailing parents, wives, sons, daughters, etc., and more liberal rules should be framed for the purpose.
58. Prison reforms should continue to develop unhampered through enforcement of a high standard of constructive discipline in the penal institutions.
59. There should be only one scale of balanced diet for all categories of prisoners inside the jail. Expert advice should be taken to make the prison diet meet the needs of all classes of prisoners without any appreciable increase in cost.
60. In the matter of bringing about an improvement in the quality of cooking and making the items of food more tasty, there should be one kitchen per 250 prisoners and a steward should be appointed to supervise cooking in the jails. Orderly distribution of meals should also be his responsibility.
61. The present system of buying and storing pulses, etc., for the whole season should be abolished. There being little difference in the price between whole pulses and Dal, prison administration should purchase Dals instead of pulses to prevent the deterioration of quality due to long storage leading to consequent fall in the quality of the different items of cooked food.
62. Minimum essential amenities must be provided to give the prison inmates a reasonable protection against diseases like Malaria, Filariasis, etc. Effective measures should, therefore, be taken to protect them from mosquito bites, either by providing mosquito nets or by making the sleeping cells and dormitories mosquito proof.

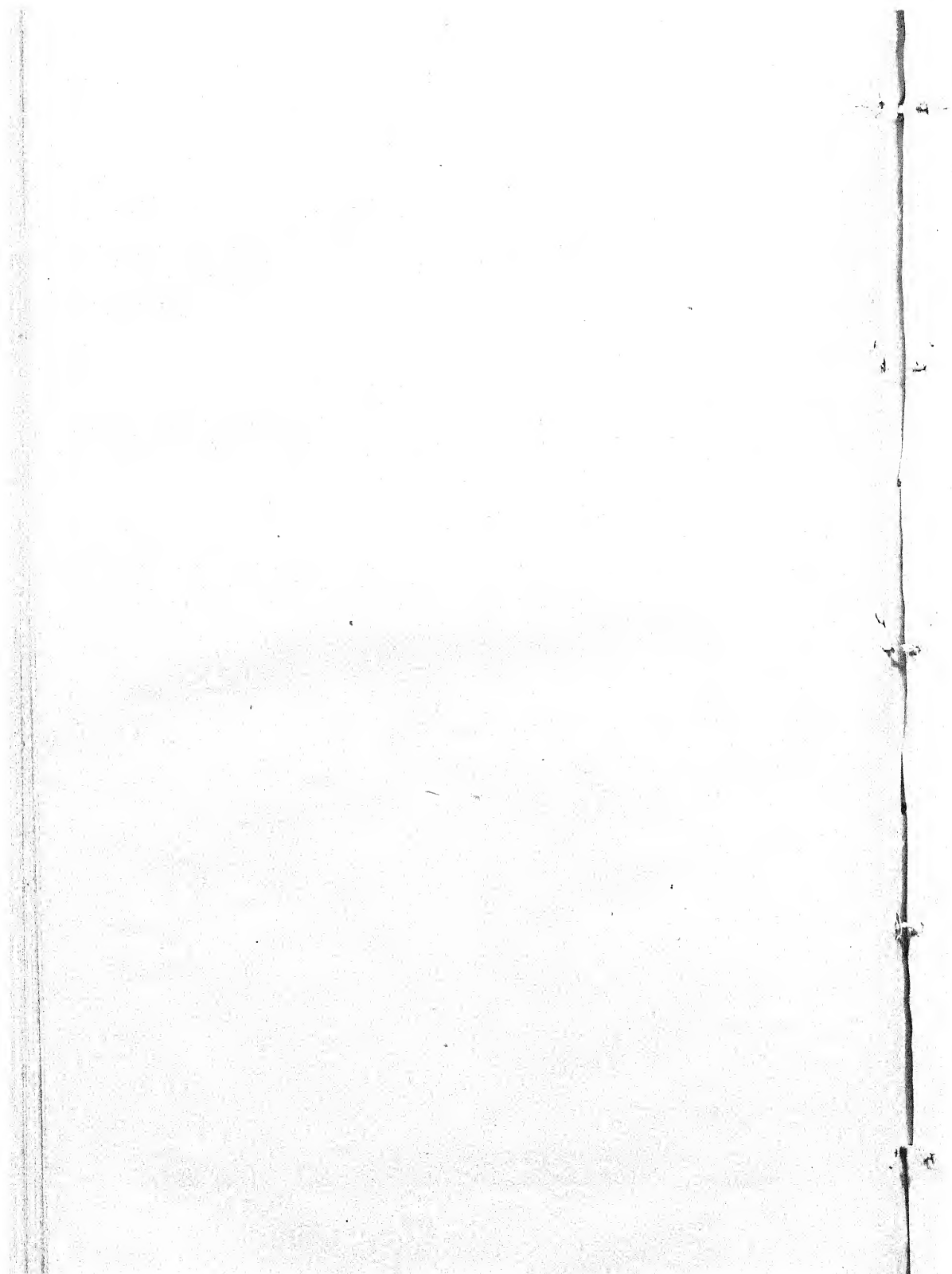
63. There should be some changes in the articles of dress and bed supplied to the prisoners, not so much for comfort as for the sake of guarding their health.
64. The existing rules regarding the composition and function of the Advisory Board constituted for considering the case of premature release of prisoners, should be so modified as to enable the Board to function more effectively for the ultimate rehabilitation of released offenders.
65. There must be a State After-Care Organisation (with branches in the districts) functioning as an integral part of Correctional Administration to facilitate rehabilitation of the 'drop-outs' from society. After-Care activities should begin soon after as offender's admission in an institution.
66. Undertrial prisoners must be confined in separate institutions especially meant for them with adequate segregation and security arrangements. This will not only relieve pressures on Central and District prisons, but will also remove various administrative difficulties.
67. The convict prisoners should not have any disciplinary or other control over undertrial prisoners.
68. The Inspector-General of Prisons should be authorised to transfer undertrial prisoners to institutions beyond the jurisdiction of the court during emergencies or on administrative or disciplinary grounds.
69. There must be a completely separate institution for women convicts. This institution should preferably be manned by women officers in all ranks.
70. The rules regarding custody and safe keeping of arms should be revised.
71. Effective means of dealing with riots and disturbances inside the prison should be devised.
72. The Superintendent of a jail who is responsible for safe custody, security and reformation of prisoners should not have unfettered authority to punish prisoners in his custody.
73. A 'Discipline Committee' should be formed in every jail for enquiring into all offences which might make the Superintendent think that infliction of major punishment was desirable. It will be for this Committee to determine the nature of all punishments. The Superintendent of the jail is to award the punishment on the recommendation of the Discipline Committee.
74. A Committee under the nomenclature of 'Remission Committee' should be formed. The Discipline Committee should function also as the Remission Committee. This Committee will recommend to the Superintendent what special remission should be granted to individual prisoners.
75. The minimum educational standard for recruitment of Warders should be the passing of the School Final Examination of a recognized Board of Secondary Education. The candidates should be conversant with reading, writing and speaking Bengali correctly.
76. The executive officers of all ranks should be awarded money rewards and commendations for their good work in every sphere of activity.
77. All members of the staff should be provided rent free accommodation in the jail premises.
78. There should be monthly meeting of the members of the prison staff to discuss problems of common interest. The Superintendent should convene such meetings.

79. There should be a canteen for the guarding staff.
80. There should be a staff Welfare Fund to enable the guarding personnel, to have (a) relief in sudden illness or emergency, (b) money for education of children.
81. A State Advisory Board should be set up (1) to advise about the prevention, control, and treatment of delinquency and crime, (2) to suggest ways and means for improving the standard of coordination and to suggest measures for creating social consciousness for the rehabilitation of offenders.
82. A review Board shall be organised to recommend premature release of prisoners on parole.

#### SUBSIDIARY JAILS

The Committee went deep into the rules of the Sub-jail Code also and made fundamental changes wherever necessary. The following are some of the recommendations already made therein:

1. Sub-jails should be classified into three categories—A, B and C—on the basis of the daily average population of the preceding year.
2. A Superintendent, Grade II, should be placed in-charge of an 'A' class Sub-jail with a population of more than 250.
3. A Sub-jail of the 'B' class, with a population varying between 100 and 250, should be placed in-charge of a Jailer Grade I.
4. A Sub-jail of the 'C' class should be placed in-charge of a Jailer, Grade II.
5. The Subdivisional Officer of the subdivision should continue to function as Superintendent of 'B' and 'C' class Sub-jails.
6. For regular and effective inspection of the Sub-jails an Inspector of the rank of Superintendent, Grade II, should be appointed to give full time attention to the inspection of B and C class Sub-jails and look after all matters relating to security, custody, discipline, support services, etc.



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('a' indicates the left column and 'b' the right column)

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